

# Public Document Pack

## LANCASHIRE COMBINED FIRE AUTHORITY

Monday, 19 December 2016 in Washington Hall, Service Training Centre, Euxton commencing at 10.00 am.

Car parking is available on the Main Drill Ground.

IF YOU HAVE ANY QUERIES REGARDING THE AGENDA PAPERS OR REQUIRE ANY FURTHER INFORMATION PLEASE INITIALLY CONTACT DIANE BROOKS ON TELEPHONE NUMBER PRESTON (01772) 866720 AND SHE WILL BE PLEASED TO ASSIST.

Rooms have been made available for Political Group meetings from 0900am onwards, and tea/coffee will be available in the Canteen from 0845am.

Labour Group – Pendle Room (formerly Staff Mess 1)  
Conservative Group – Lancaster House 2

## AGENDA

### PART 1 (open to press and public)

#### Chairman's Announcement – Openness of Local Government Bodies Regulations 2014

Any persons present at the meeting may photograph, film or record the proceedings, during the public part of the agenda. Any member of the press and public who objects to being photographed, filmed or recorded should let it be known to the Chairman who will then instruct that those persons are not photographed, filmed or recorded.

#### 1. CHAIRMAN'S WELCOME AND INTRODUCTION

Standing item.

#### 2. APOLOGIES FOR ABSENCE

#### 3. DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

Members are asked to consider any pecuniary and non-pecuniary interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.

#### 4. MINUTES OF PREVIOUS MEETING (Pages 1 - 8)

#### 5. MINUTES OF PERFORMANCE COMMITTEE MEETING HELD ON 15 SEPTEMBER 2016 (Pages 9 - 22)

#### 6. NOTES OF STRATEGY GROUP MEETING HELD 19 SEPTEMBER 2016 (Pages 23 - 26)

#### 7. MINUTES OF RESOURCES COMMITTEE MEETING HELD 28 SEPTEMBER 2016 (Pages 27 - 36)

8. MINUTES OF AUDIT COMMITTEE HELD 29 SEPTEMBER 2016 (Pages 37 - 42)
9. MINUTES OF NORTH WEST FIRE FORUM MEETING HELD 19 OCTOBER 2016  
(Pages 43 - 54)
10. NOTES OF MEMBER TRAINING & DEVELOPMENT WORKING GROUP HELD 9  
NOVEMBER 2016 (Pages 55 - 68)
11. MINUTES OF PLANNING COMMITTEE HELD 21 NOVEMBER 2016  
(Pages 69 - 76)
12. MINUTES OF RESOURCES COMMITTEE MEETING HELD 30 NOVEMBER 2016  
(Pages 77 - 94)
13. MINUTES OF PERFORMANCE COMMITTEE MEETING HELD 1 DECEMBER  
2016 (Pages 95 - 108)
14. LGA FIRE COMMISSION REPRESENTATION 2016/17 (Pages 109 - 110)
15. ANNUAL STATEMENT OF ASSURANCE 2015/16 (Pages 111 - 126)
16. CAPITAL BUDGET 2017/18 - 2021/22 (Pages 127 - 134)
17. REVENUE BUDGET 2017/18 - 2021/22 (Pages 135 - 146)
18. LOCAL GOVERNMENT PENSION SCHEME VALUATION (Pages 147 - 150)
19. ADRIAN THOMAS' INDEPENDENT REVIEW OF CONDITIONS OF SERVICE FOR  
FIRE AND RESCUE STAFF IN ENGLAND - FEBRUARY 2015 (Pages 151 - 248)
20. RETAINED DUTY SYSTEM PAY REVIEW (Pages 249 - 282)
21. EARLY DAY MOTION - SPRINKLERS (Pages 283 - 286)
22. MEMBER CHAMPION ACTIVITY - QUARTERLY REPORT (Pages 287 - 290)
23. FIRE PROTECTION REPORTS (Pages 291 - 294)
24. COMMUNITY FIRE SAFETY REPORTS (Pages 295 - 320)
25. MEMBER COMPLAINTS (STANDING ITEM)  
  
Oral report.
26. DATE OF NEXT MEETING

The next meeting of the Authority will be held on Monday 20 February 2017 at 1000 hours at Washington Hall Training Centre, Euxton.

27. URGENT BUSINESS

An item of business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chairman of the meeting is of the opinion that the item should be considered as a matter of urgency. Wherever possible, the Clerk should be given advance warning of any Member's intention to raise a matter under this heading.

28. EXCLUSION OF PRESS AND PUBLIC

The Authority is asked to consider whether, under Section 100A(4) of the Local Government Act 1972, they consider that the public should be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part 1 of Schedule 12A to the Local Government Act 1972, indicated under the heading to the item.

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# Agenda Item 4

## LANCASHIRE COMBINED FIRE AUTHORITY

Monday, 19 September 2016 at 10.00 am in Washington Hall, Service Training Centre, Euxton

### MINUTES

#### PRESENT:

F De Molfetta (Chairman)

#### Councillors

T Aldridge	M Parkinson
A Barnes	M Perks
P Britcliffe	N Penney
K Brown	J Shedwick
T Burns	R Shewan
C Crompton	D Stansfield
M Green	J Sumner
S Holgate	V Taylor
D O'Toole	

#### Blackburn with Darwen Councillors

M Khan  
D Smith

#### Blackpool Council

F Jackson  
A Matthews  
T Williams

#### 21/16 APOLOGIES FOR ABSENCE

Apologies were received from County Councillor Elizabeth Oades and Councillor Zamir Khan.

#### 22/16 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

#### 23/16 MINUTES OF PREVIOUS MEETING HELD 20 JUNE 2016

With reference to resolution 9/16 (1) the Clerk reported that a response had been received from the Minister of State for Policing and the Fire Service to confirm that budget setting meetings held in February each year could be held after the 15<sup>th</sup> of the month. Members then considered the draft budget setting dates and agreed these to be: 20 February 2017 and 19 February 2018.

RESOLVED: - That the Minutes of the CFA held on 20 June 2016 be confirmed and signed by the Chairman.

24/16 MINUTES OF MEETING THURSDAY, 14 JULY 2016 OF NORTH WEST FIRE FORUM

RESOLVED: - That the proceedings of the North West Fire Forum held on 14 July 2016 be noted.

25/16 MINUTES OF MEETING THURSDAY, 23 JUNE 2016 OF AUDIT COMMITTEE

RESOLVED: - That the proceedings of the Audit Committee held on 23 June 2016 be noted.

26/16 MINUTES OF MEETING WEDNESDAY, 29 JUNE 2016 OF RESOURCES COMMITTEE

RESOLVED: - That the proceedings of the Resources Committee held on 29 June 2016 be noted.

27/16 MINUTES OF MEETING MONDAY, 18 JULY 2016 OF PLANNING COMMITTEE

RESOLVED: - That the proceedings of the Audit Committee held on 29 June 2016 be noted.

28/16 FLOODING DEBRIEF OUTCOMES AND INVESTMENT

The Deputy Chief Fire Officer advised that the Service had actively taken the opportunity to learn from significant events through multi-agency debriefing sessions with partners and hot debriefing sessions on fire stations. He introduced Area Manager Mark Hutton who presented Members with an overview of the learning from Storms Desmond and Eva which occurred in December 2015 and advised how the Authority's investment would support future improvements.

AM Hutton reminded Members of the impact on Lancashire of the storms which had had the greatest impact in the North of the county. He gave an overview of the Service contribution to the response phase, the debrief processes and lessons learned, including how these had influenced the next Integrated Risk Management Plan, future training, equipment and the provision of flexible swift water rescue capability. It was noted that AM Hutton would be attending a national, multi-agency event the following week to share accumulated learning from the past 12-months where he would be giving an insight into the types and speed of events.

On behalf of the Authority, the Chairman gave thanks to all staff for their flexibility and commitment during that difficult time.

RESOLVED: - That Members noted the content of the report.

29/16 FOUR-YEAR SETTLEMENTS

As part of the Local Government Finance Settlement the Secretary of State announced an offer of four year funding settlements for local authorities in return for publishing an efficiency plan.

The draft four year settlement included in the Local Government Finance Settlement identified a reduction of £1.8m for the current year, with further reduction of £3.7m over the next three years:-

		Reduction	
2015/16	£29.4m		
2016/17	£27.6m	£1.8m	6.4%
2017/18	£25.3m	£2.3m	8.3%
2018/19	£24.3m	£1.0m	3.8%
2019/20	£23.9m	£0.4m	1.6%
		£5.5m	18.7%

As part of the Settlement the Secretary of State announced an offer of four year funding settlements for local authorities, in order to help authorities plan ahead, subject to the Authority wishing to pursue this and the submission of a suitable efficiency plan.

Subsequent to this the Secretary of state had re-affirmed that the offer of four year settlements was unaffected by the budget cuts announced earlier in the year. However it was possible that other changes might arise in the future which could impact upon it.

Furthermore, whilst it was not clear what the impact would be of not accepting this offer the Secretary of State had re-iterated that he 'could not guarantee future levels of funding' for councils which declined to submit an efficiency plan, thereby rejecting the four-year settlement. Based on this it was hard to see any scenario whereby those authorities who did not accept the offer subsequently recovered an enhanced settlement.

The report recommended accepting this offer, thereby giving greater certainty to future funding levels and enhancing financial and service planning. Members considered the draft efficiency plan which had been based on the medium term financial strategy included as part of the February budget setting exercise.

**RESOLVED:** - That the Authority apply for four year funding and approved the efficiency plan as now presented.

### 30/16 CORPORATE SAFETY, HEALTH AND ENVIRONMENT POLICY

Under Section 2(3) of the Health and Safety at Work Act 1974, employers must prepare, and where necessary revise, a written statement of health and safety policy. The existing safety, health and environment policy document, which was last considered by the Authority in September 2013, had been recently reviewed, amended as required, and was now presented to Members for consideration.

As the health and safety and environment functions were managed in a similar way it was considered appropriate for the Authority to declare its intent for both health and safety and the environment in the same document.

Members considered the aims and objectives which were:

- Understand and ensure compliance with safety, health and environmental regulatory and other requirements that apply to our activities;
- Be fully committed to the prevention of injury and ill health to staff and visitors;
- Provide and maintain high facility, workplace and housekeeping standards;
- Continually develop and maintain systems and procedures to ensure that all equipment, plant and premises are safe and do not have an adverse effect on health and wellbeing;
- Consult and communicate with staff and representative bodies promoting Safety, Health, Wellbeing and Environmental expectations and standards;
- Identify hazards, aspects and reduce risks to as low as is reasonably practical whilst being risk aware rather than risk adverse;
- Raise awareness, train staff in safety, health, wellbeing and environmental matters and encourage our staff to play an active role in reducing impacts and risks and contributing to policy and procedural implementation;
- Support staff fitness and wellbeing;
- To plan and set objectives, targets and programmes and monitor and review our systems using proactive and reactive methods to continually improve our safety, health, wellbeing and environmental performance reporting progress each year;
- To implement and adhere to a framework of policies, procedures and processes that comply with the requirements of British and International Standards such as ISO 14001:2004 and OHSAS 18001: 2007;
- Have appropriate plans/arrangements to deal with emergency situations;
- Recycle and reduce waste wherever possible and make efficient and environmentally responsible use of energy, water and other natural resources;
- Periodically review our systems especially following safety or environmental events.

The policy formed an integral part of the Integrated Risk Management Planning and Corporate Planning processes and Business Continuity Arrangements.

RESOLVED: - That the Authority endorsed the revised policy.

### 31/16 MEMBER CHAMPION ACTIVITY - QUARTERLY REPORT

In December 2007, the Authority introduced the 'Champion' role. These positions were currently filled by:

- Equality and Diversity – Councillor Terry Aldridge
- Older People – County Councillor Mark Perks
- Environment – County Councillor Ken Brown
- Road Safety – Councillor Fred Jackson

Reports relating to the activity of the Member Champions were provided on a regular basis to the Authority. This report related to activity for the period up to August 2016.

During this period, all had undertaken their respective role in accordance with the defined terms of reference. Their activity to date:-



### Equality and Diversity – County Councillor Terry Aldridge

An Equality, Diversity and Inclusion Policy had been developed and implemented. Further to the revision of the Equality Impact Assessment (EIA) process, 25 members of staff had attended briefings and a standard had been established in relation to the development of an EIA where a policy or a decision might impact on members of staff or the community. A corporate mechanism for retaining the information had also been established.

Equality, diversity and inclusion were part of the many activities that Lancashire Fire and Rescue Service (LFRS) delivered. Equality objectives had been established and linked to the development of the Annual Service Plan. An equality, diversity and inclusion action plan had also been developed for 2016/2017 to demonstrate how the Service was progressing against the objectives. Progress in relation to the equality objectives would be reported within the LFRS Annual Equality, Diversity and Inclusion Report to demonstrate how LFRS met its legal duties under the Public Sector Equality Duty. As part of the development of the new Integrated Risk Management Plan (IRMP) equality objectives would be established based on the issues that had been identified through the Strategic Assessment of Risk.

The Absence Management Procedure had been revised and training on the implementation of the Procedure was due to commence in October 2016, the training included the implications of the Equality Act 2010 and the undertaking of stress risk assessment. The Harassment and Bullying Policy and Grievance Procedure had also been revised and development for line managers would also take place during 2016/2017.

County Councillor Aldridge advised that 1 October 2016 was the International Day of Older Persons to campaign for elderly people and raise awareness of the difficulties and issues they faced.

### Older People – County Councillor Mark Perks

The Older Person's Member Champion, County Councillor Perks had actively worked across all Service Delivery areas. Community Safety Teams in all Areas had been actively involved in working with dementia groups and a commitment had been made to attempt to train all of the public facing members of Lancashire Fire and Rescues Service staff as Dementia Friends. To facilitate this task, each Area had a number of Dementia Champions who could roll out the awareness training, this would enable staff to ensure that the correct advice was given and useful actions were taken to aid those living with the condition.

County Councillor Perks advised that he had also attended the signing of a Dementia Pledge which supported mental health and mental wellbeing amongst staff and their families.

County Councillor Perks had also attended 2 North West Region Network meetings which had included presentations by Cheshire Fire Services on their work with the NHS to deliver in partnership home fire safety visits and some research undertaken by Dr Foulds on different types of dementia.

### Road Safety – Councillor Fred Jackson

Since the last report, the Safe Drive Stay Alive (SDSA) multi-agency Road Safety Team had delivered the presentation to another 1000 students from Newman College at the Preston Charter Theatre and 250 Army personnel at Fulwood Barracks thereby making a total of 6400 people who had received this programme since November 2015.

Cllr Jackson commended the Safe Drive Stay Alive and the dates for forthcoming events were noted. Funding (£3000) has been secured from the Ribble Valley Community Safety Partnership in support of Safe Drive Stay Alive programme. Communications were currently taking place with both Stoneyhurst College and Clitheroe Grammar school with regards to a venue and student attendance at a future event.

On Sunday 31<sup>st</sup> July, LFRS hosted their first 'Biker Down' course, supported by instructors from Cheshire Fire and Rescue Service and RoSPA. The course was held at Clitheroe Fire Station, those in attendance were from a local biker club alongside bikers from LFRS. The course is aimed at motorcyclists of all ages and experience. It offers people the chance to learn practical skills to help avoid being involved in a crash, as well as essential first-aid training and advice on what to do should they find themselves first on the scene of a crash where someone is injured.

Councillor Khan highlighted community concerns around road safety in Blackburn querying whether a multi-agency task group could be set up to look at ways of preventing accidents on the road. The Assistant Chief Fire Officer confirmed that there was a Lancashire Partnership for Road Safety Group with representatives from local authorities, highways agencies and other partners who had recently recruited a Road Safety Co-ordinator post to improve co-ordination. It was agreed that this would be looked at further outside the meeting.

### Environment – County Councillor Ken Brown

The Carbon Management Team continued to look at ways to reduce carbon emissions across Service premises and to deliver savings. Against the target of 40% reduction by 2020 from a 2007/08 baseline the target achieved so far was 22%. This equated to a reduction of 976 tonnes of carbon emissions from Lancashire Fire & Rescue Services premises and fleet activities and a cost saving of £510,000.

Current projects included:

- Replacement of smaller more energy efficient water cylinder and hot water storage tanks at Service Headquarters and Service Training Centre;
- Installation of new condensing heating and hot water system at Carnforth Fire Station;
- Replacement central heating boiler system at Padiham Fire Station;
- Installation of Solar PhotoVoltaic panels and condensing boiler as part of refurbishment / new build at Lancaster Fire Station;
- Enhancing the heating control management systems on stations.

RESOLVED: - That the Authority note the report and acknowledge the work of the Member Champions.

### 32/16 FIRE PROTECTION REPORTS

A report detailing prosecutions in respect of fire safety management failures and arson related incidents was provided.

There were 3 successful prosecution cases reported throughout July and August. Fire protection and business support information provided an example of how partnership work had resulted in a number of arrests and a drop in secondary fire activity in an area in Blackpool. There were also no arson convictions reported during the previous 2 months however, it was noted that there were a number of cases awaiting sentencing and the reduction in arson convictions was complemented by the increase in fire safety prosecutions under the Fire Safety Order. Close working arrangements with Lancashire Constabulary on arson cases continued to be very successful with detection rates consistently running at approximately 2½ – 3 times the national average.

RESOLVED: - That the Authority note the report.

### 33/16 COMMUNITY FIRE SAFETY REPORTS

This report included information for the 2 Unitary and 12 District Authorities relating to Community Safety activity and Incidents of Operational interest.

County Councillor Taylor expressed her thanks and good wishes to the fire crews who had worked with the coastguard to rescue 2 horses from drowning on the beach at Knott End the previous day.

RESOLVED: - That the Authority note the report.

### 34/16 MEMBER COMPLAINTS (STANDING ITEM)

The Monitoring Officer confirmed that there had been no complaints since the last meeting.

RESOLVED: - That the current position be noted.

### 35/16 DATE OF NEXT MEETING

The next meeting of the Authority would be held on Monday 19<sup>th</sup> December 2016 at 10:00am at the Training Centre, Euxton.

M NOLAN  
Clerk to CFA

LFRS HQ  
Fulwood

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## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19 December 2016

### PROCEEDINGS OF PERFORMANCE COMMITTEE HELD 15 SEPTEMBER 2016 (Appendix 1 refers)

Contact for further information:

Diane Brooks - Principal Member Services Officer – Tel (01772) 866720

#### Executive Summary

The proceedings of the Performance Committee meeting held on 15 September 2016.

#### Recommendation

To note and endorse the proceedings of the Performance Committee meeting as set out at Appendix 1 now presented.

#### Information

Attached at Appendix 1 are the proceedings of the Performance Committee meeting held on 15 September 2016.

#### Business Risk

Nil

#### Environmental Impact

Nil

#### Equality & Diversity Implications

Nil

#### Financial Risk

Nil

#### HR Implications

Nil

#### Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact
N/A		Diane Brooks
Reason for inclusion in Part II, if appropriate: N/A		

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LANCASHIRE COMBINED FIRE AUTHORITY

PERFORMANCE COMMITTEE

Thursday, 15 September 2016, at 10.00 am in the Main Conference Room, Service Headquarters, Fulwood.

MINUTES

PRESENT:

Councillors

S Holgate (Chairman)  
T Aldridge  
C Crompton  
F De Molfetta  
M Perks  
D Smith  
D Stansfield  
V Taylor

In accordance with the resolution of the predecessor Performance Review Committee at its inaugural meeting on the 30<sup>th</sup> July 2004 (Minute No. 1/04 refers), representatives of the LFRS, the Unions and Audit had been invited to attend all Performance Committee meetings to participate in discussion and debate.

Officers

D Russel, Assistant Chief Fire Officer (LFRS)  
N Taylor, Community Protection Manager (LFRS)  
D Robinson, Knowledge & Information Manager (LFRS)  
D Brooks, Principal Member Services Officer (LFRS)  
J Harney, Member Services Assistant (LFRS)

In attendance

K Wilkie, Fire Brigades Union  
I McGill, Fire Brigades Union

1/16 APOLOGIES FOR ABSENCE

Apologies were received from County Councillors P Britcliffe and N Penney and Councillors M Khan and Z Khan.

2/16 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

3/16 MINUTES OF THE LAST MEETING HELD ON 9 JUNE 2016

RESOLVED:- That the minutes of the meeting held on 9 June 2016 be confirmed and signed by the Chairman.

4/16 PERFORMANCE MANAGEMENT INFORMATION FOR 1ST QUARTER 2016/17

The Assistant Chief Fire Officer advised Members that this was the 1st quarterly report for 2016/17 as detailed in the Risk Management Plan 2013-2017.

The report showed there were 5 negative KPI Exception Reports. An exception report was provided which detailed the reasons for the exception, analysis of the issue and actions being taken to improve performance.

Members focussed on the indicators where an exception report was presented and examined each indicator in turn as follows:-

2.1.1 Critical Fire Response – 1<sup>st</sup> Fire Engine Attendance

This indicator reported the 'Time of Call' (TOC) and 'Time in Attendance' (TIA) of the first fire engine arriving at the incident in less than the relevant response standard.

The response standards for the first fire engine attending a critical fire (including call handling time KPI 2.1.3) are as follows:-

- Very high risk area = 6 minutes
- High risk area = 8 minutes
- Medium risk area = 10 minutes
- Low risk area = 12 minutes

The response standards are determined by the risk map score and subsequent risk grade for the location of the fire.

Standard: to be in attendance within response standard target on 88% of occasions.

Quarter 1 – 1<sup>st</sup> pump response 83.87%, previous year quarter 1 - 87.06%.

This is a negative exception report due to critical Fire 1<sup>st</sup> pump response being below the standard. Overall quarter 1 pass rate was 83.87%.

**Exception report provided.**

The Assistant Chief Fire Officer advised that there had been a marginal improvement in this indicator during 2015/16. Critical fire activity was within standard during the month of April however, this could be attributed to the unusually low number of incidents during the month. During May, responses failed by an average of 1 minute and 37 seconds and by 3 minutes and 9 seconds during June. This included the call handling time. June contained an incident where the first pump failed to book in attendance at the incident on initial arrival, which resulted in an unusually long response time being recorded. Over the quarter 1 period, 55 incidents failed to achieve the standard response, 31% of the failures failed by less than 60 seconds. It was



reported that Preston, Chorley and Hyndburn were accountable for 16 of the 55 failures with the main reasons being distance and time of day. Many failures occurred between 1600 hours - 1900 hours and the possible relationship between peak travel times and fire engines travelling through congested traffic was noted.

The Deputy Chief Fire Officer confirmed that the standards were not set nationally they were set by the Authority's Planning Committee and monitored by this Performance Committee. It was noted that Fire Services across the family group had less stringent targets for example, some had a blanket response time of 10 minutes whereas Lancashire's response standards were graded on risk.

In response to a question raised by County Councillor Holgate, the Assistant Chief Fire Officer advised that there used to be two separate measures for call handling and response attendance however with the introduction of North West Fire Control the 2 indicators had been amalgamated. There was however an opportunity to review the current suite of indicators which would link into the new Integrated Risk Management Plan and be effective from April 2017.

In response to a question raised by County Councillor Taylor, the Assistant Chief Fire Officer explained that it was the responsibility of the Officer In Charge to press a button on arrival to confirm attendance however, sometimes when there was a serious fire their attention was drawn to commence operations. It was noted that new technology was being considered which auto recognised when an engine had arrived at its destination.

#### 2.2.1 Critical Special Service Response – 1<sup>st</sup> Fire Engine Attendance

This indicator measured how long it took the first fire engine to respond to critical non-fire incidents such as road traffic collisions. The response standard for the first fire engine attending a critical special call (including call handling time KPI 2.2.2) is 13 minutes. We have achieved our standard when the time between the TOC and TIA of the first fire engine arriving at the incident is less than 13 minutes.

Standard: To be met on 91.5% of occasions

Quarter 1 results 87.56% achieved against a target of 91.5%, previous year quarter 1, 85.63%, an improvement of 1.93%.

This is a negative exception report due to critical Special Service 1<sup>st</sup> pump response being below the standard. Overall quarter 1 pass rate was 87.56%, outside of the 91.5% standard.

**Exception report provided.**

The Assistant Chief Officer advised that during this reporting period had shown large variations, with April recording one of the lowest response rates 81.8%, with June recording a pass rate of 90.2% within the two percent tolerance. 21% of the failures failed by less than 60 seconds.

In response to a question raised by County Councillor Crompton, the Assistant Chief Officer confirmed the high number of failures in December was due to the severe storms with failures occurring between peak times of 1600 hours to 1900 hours.

#### 2.2.2 Critical Special Service Response – Call Handling

This indicator measured the time from the 'Time of Call' to the 'Time of Send' of the first appliance mobilised. A median was used to calculate the average time for the month. This excluded duplicate calls for the same incident.

The median call handling time for quarter 1 was 124 seconds, previous year quarter 1 was 122 seconds; a worsening of 2 seconds. The previous quarter 1 (January to March 2016) recorded 95 seconds.

Standard: Within 90 seconds

This is a negative exception report due to performance being below standard, with the improvement in call handling recorded during the previous year showing a worsening during quarter 1 of 2016/17.

**Exception report provided.**

The Assistant Chief Fire Officer advised Members that this indicator was wholly reliant on the performance of North West Fire Control. Performance had worsened during the winter months when the number of special service calls would be at their peak and potentially quite complex. It was anticipated that the actions identified in the report would deliver progressive improvements that would lead to call handling performance returning to levels previously delivered prior to the year end.

#### 2.4 Fire Engine Availability – Retained Duty System

This indicator measured the availability of fire engines that are crewed by the retained duty system. It is measured as the percentage of time a fire engine is available to respond compared to the total time in the period.

The percentage of time that RDS crewed engines were available for quarter 1 was 91.89%, previous year quarter 1 was 91.81%, an improvement of 0.08%.

The previous quarter 1 (January to March 2016) recorded 91.66%.

Annual Standard: Above 95%

This is a negative exception report due to the cumulative RDS availability for the three months of quarter 1 being below the standard and outside of the 2 per cent tolerance.

**Exception report provided.**

The Assistant Chief Fire Officer reassured Members that quarter 1 had seen continued improvement in the Retained Duty System (RDS) appliance availability. Members discussed the potential impact following the current recruitment of whole time posts. The Deputy Chief Fire Officer confirmed that RDS staff who were successfully appointed would be expected to support the

service to maintain cover. He clarified that where the Service looked at the availability of the RDS it was looking at appliance availability and not staff availability as quite often staff would make other arrangements to crew the engine (including the use of whole time staff or overtime).

In response to a question raised by County Councillor Crompton, the Assistant Chief Fire Officer would confirm outside the meeting the total number of RDS applicants from ethnic backgrounds and their gender.

#### 4.2.1 Staff Absence – Excluding Retained Duty System

This indicator measured the cumulative number of shifts (days) lost due to sickness for all wholetime, day crewing plus, day crewing and support staff divided by the total number of staff.

Annual Standard: Not more than 5 shifts lost

Cumulative total number of monthly shifts lost 1.3

Quarter 1 results indicate the number of shifts lost through absence per employee being above the Service target for 2 months during quarter 1.

**Exception report provided.**

Members then examined each indicator in turn as follows:-

### **KPI 1 – Preventing and Protecting**

#### 1.1 Risk Map Score

This indicator measured the risk level in each neighbourhood (Super Output Area) determined using fire activity over the previous three fiscal years along with a range of demographic data.

The County risk map score is updated annually, before the end of the first quarter. An improvement is shown by a year on year decreasing 'score' value. Score for 2013-2016 – 32,990, previous year score 33,268. No exception report required.

#### 1.2 Overall Activity

This indicator measured the number of incidents that the Service attended with one or more pumping appliances.

Quarter 1 activity 3,880, previous year quarter 1 activity 3,485, an increase of 11.33%.

Total number of incidents 2016/17 – Year to Date, 3,880

Included within this KPI is a new incident type of 'Gaining Entry'. This is where we have attended on behalf of the North West Ambulance Service. During quarter 1 we attended on 137 occasions. No exception report required.

#### 1.3 Accidental Dwelling Fires

This indicator reported the number of primary fires where a dwelling had been affected and the cause of the fire had been recorded as 'Accidental' or 'Not known'.

Quarter 1 activity 200, previous year quarter 1 activity 232, a decrease of 14%.

Total number of Accidental Dwelling Fires – Year to Date, 200

No exception report required.

1.3.1 Accidental Dwelling Fires – Extent of Damage

This indicator reported the number of primary fires where a dwelling had been affected and the cause of the fire had been recorded as 'Accidental' or 'Not known' presented as a percentage extent of fire and heat damage.

This indicator shows the total number of Accidental Dwelling Fires where damage is limited to the item first ignited and limited to the room of origin (it excludes incidents that are limited to heat/smoke damage only).

Cumulative Accidental Dwelling Fires activity, 152: -

20% limited to item 1<sup>st</sup> ignited

61% limited to room of origin

13% limited to floor of origin

6% spread beyond floor of origin

No exception report required.

1.3.2 Accidental Dwelling Fires – Number of Incidents where occupants have received a Home Fire Safety Check

This indicator reported the number of primary fires where a dwelling had been affected and the cause of fire had been recorded as 'Accidental' or 'Not known' by the extent of the fire and heat damage. The Home Fire Safety Check must be completed within 12 months of the fire occurring.

	2016/17		2015/16	
	ADF's with previous HFSC	% of ADF's with previous HFSC	ADF's with previous HFSC	% of ADF's with previous HFSC
Q1	13	7%	7	3%

No exception report required.

1.4 Accidental Dwelling Fire Casualties

This indicator reported the number of fatalities, slight and serious injuries occurring at primary fires where a dwelling had been affected and the cause of fire had been recorded as 'Accidental' or 'Not known'.

Casualty Status	2016/17 Quarter 1	2015/16 Quarter 1
Fatal	0	1
Victim went to hospital visit, injuries appeared Serious	6	3
Victim went to hospital visit, injuries appeared Slight	7	8
TOTAL	13	12

No exception report required.

1.5 Accidental Building Fires (Non-Dwellings)

This indicator reported the number of primary fires where the property type is a building and the property sub-type is not a dwelling and the cause of fire has been recorded as 'Accidental' or 'Not known'.

Total number of incidents	2016/17 Quarter 1	2015/16 Quarter 1
	89	109

No exception report required.

1.5.1 Accidental Building Fires (Non-Dwellings) – Extent of Damage

This indicator reported the number of primary fires where the property type is a building and the property sub-type is not a dwelling and the cause of fire has been recorded as 'Accidental' or 'Not known' presented as a percentage extent of fire and heat damage.

This indicator shows the total number of Accidental Building Fires where damage is limited to the item first ignited and limited to the room of origin (it excludes incidents that are limited to heat/smoke damage only).

Quarter 1 Accidental Building Fires activity, 75: -

	2016/17				2015/16				
	ADF activity	Item 1 <sup>st</sup> ignited	Room of origin	Floor of origin	Spread beyond floor of origin	Item 1 <sup>st</sup> ignited	Room of origin	Floor of origin	Spread beyond floor of origin
Q1	75	12%	40%	17%	31%	29%	26%	13%	32%

No exception report required.

1.6 Deliberate Fires

This indicator reported the number of primary and secondary fires where the cause of fire had been recorded as 'Deliberate'. Secondary fires are the majority of outdoor fires including grassland and refuse fires unless they involve casualties or rescues, property loss or more appliances attend. They include fires in single derelict buildings.

Deliberate Fire Type	2016/17 Quarter 1	2015/16 Quarter 1
1.6.1 Deliberate Fires – Anti-Social Behaviour	566	596
1.6.2 Deliberate Fires – Dwellings	21	30
1.6.3 Deliberate Fires – Non-Dwellings	41	37

No exception report required.

1.7 High / Very High Risk Home Fire Safety Checks

This indicator reported the percentage of completed Home Fire Safety Checks (HFSC), excluding refusals, carried out where the risk score had been determined to be either high or very high.

	2016/17	2015/16
--	---------	---------

	% of High and Very High HFSC outcomes	% of High and Very High HFSC outcomes
Q1	79%	67%

No exception report required.

The Assistant Chief Fire Officer introduced Group Manager Neil Taylor who provided Members with a presentation on the Springboard Project. The background to the project included that LFRS had secured an Information Sharing Protocol with Lancashire County Council which provided 'upper threshold' adult social care data that gave us detailed household level risk information. The initial data contained approximately 18,000 households of which 7,000 – 8,000 were new and predicted to be high risk, based on the Home Fire Safety Check scoring matrix. The Springboard Project had been piloted in Burnley and extended to Preston. Following a positive evaluation this would be rolled out on a phased basis across the Service from October 2016. Agreement in principle had been reached with both Blackpool Council and Blackburn with Darwen Council to share data using similar Information Sharing Protocols.

In response to Members concerns around staff making visits to potentially aggressive and volatile individuals, the Assistant Chief Fire Officer advised that the more staff undertake high risk / vulnerable visits the greater the complexity of the service we deliver. As part of the roll out across other districts the training and support that staff received would be revisited so they were confident and able to make meaningful interventions.

Members asked that the Committee's thanks be extended to all involved for a tremendous initiative.

#### 1.8 Road Safety Education Evaluation

This indicator reported the percentage of participants of the Wasted Lives and Childsafe Plus education packages that show a positive change to less risky behaviour following the programme; based on comparing the overall responses to an evaluation question before and after the course.

	2016/17 (cumulative)		2015/16 (cumulative)	
	Total participants	% positive influence on participants' behaviour	Total participants	% positive influence on participants' behaviour
Q1	1832	87%	4811	82%

No exception report required.

#### 1.9.1 Fire Safety Enforcement – Known Risk

This indicator reported on the percentage of premises that have had a Fire Safety Audit as a percentage of the number of all known premises in

Lancashire to which The Regulatory Reform (Fire Safety) Order 2005 applies.

Number of premises	Number of premises audited to date	% of all premises audited Year end: 2016/17	% of all premises audited Year end: 2015/16
32,933	18,329	56%	55%

No exception report required.

#### 1.9.2 Fire Safety Enforcement – Risk Reduction

This indicator reported the percentage of Fire Safety Audits carried out within the period resulting in enforcement action. Enforcement action is defined as one or more of the following: notification of deficiencies, action plan, enforcement notice, alterations notice or prohibition notice.

Period	Satisfactory audits 2016/17	Requiring formal activity – 2016/17	Requiring informal activity – 2016/17
Q1	28%	8%	61%

No exception report required.

### **KPI 2 – Responding to Emergencies**

#### 2.1.2 Critical Fire Response – 2<sup>nd</sup> Fire Engine Attendance

This indicator reported the time taken for the second fire engine to attend a critical fire incident measured from the time between the second fire engine arriving and the time it was sent to the incident. The target is determined by the risk map score and subsequent risk grade for the location of the fire.

Standard: to be in attendance within response standard target on 85% of occasions.

Quarter 1 – 2<sup>nd</sup> pump response 84.34%, previous year quarter 1 was 85.04%  
No exception report required.

#### 2.1.3 Critical Fire Response – Call Handling

Critical fire criteria as 2.1.1 Call handling time is calculated from the 'Time of Call' to the 'Time of Send' of the first fire engine. The measure used is taken from the Performance Framework used by North West Fire Control. A median is used to calculate the average time for the quarter. Excluding duplicate calls for the same incident.

Standard: within 90 seconds

The median call handling time for quarter 1 is 83 seconds, previous year quarter 1 was 78 seconds, a worsening of 5 seconds.  
No exception report required.

#### 2.3 Fire Engine Availability – Wholetime, Day Crewing and Day Crewing Plus

This indicator measured the availability of fire engines that are crewed by wholetime, day crewing and day crewing plus shifts. It is measured as the

percentage of time a fire engine is available to respond compared to the total time in the period.

Fire engines are designated as unavailable for the following reasons:

- Mechanical
- Crew deficient
- Engineer working on station

Annual Standard: Above 99.5%

The Assistant Chief Fire Officer reported to Members since the transition to North West Fire Control KPI data was held by North West Fire Control. The use of NWFC's Business Information tool (BI Direct) to extract the data was proving problematic therefore alternative solutions were being investigated. No exception report required.

## 2.5 Staff Accidents

This indicator measured the number of staff accidents.

Total number of staff accidents 2016/17 – Year to Date, 18

Quarter 1 results indicate percentage pass within standard

No exception report required.

## **KPI 3 – Delivering Value for Money**

### 3.1 Progress Against Savings Programme

Annual budget for 2016/17 - £55.6m

Budget to end of quarter 1 - £14.4m

Spend for the period to date was £13.9m

Underspend for the period £0.5m

Variance -0.90%

### 3.2 Overall User Satisfaction

Total responses 1317; number satisfied 1305

% satisfied 99.1% against a standard of 97.5%

Variance 1.63%

No exception report required.

## **KPI 4 – Engaging With Our Staff**

The Assistant Chief Officer tabled the data for indicator 4.1 which had not been available at the time of issuing the report.

### 4.1 Overall Staff Engagement

This indicator measured overall staff engagement. The engagement index score was derived from the answers given by staff that related to how engaged they feel with the Service.

Staff engagement index for period 1 to 62%, based upon 220 replies. This is 4% higher when compared against the same period last year.



Period	2016/17		2015/16	
	Number of Replies	Engagement Index	Number of Replies	Engagement Index
1	220	62%	199	58%

#### 4.2.2 Staff Absence – Retained Duty System

This indicator measured the percentage of contracted hours lost due to sickness for all retained duty staff.

Annual Standard: Not more than 2.5% lost as % of available hours of cover

Quarter 1 results indicate percentage pass within standard

Cumulative retained absence (as % of available hours cover) 0.77%

No exception report required.

The Deputy Chief Fire Officer advised that at Chief Fire Officers Association annual conference which was attended by Brandon Lewis MP, the Minister of State for Policing and the Fire Service and other key government figures from the Home Office, the Service had contributed to video which promoted the collaborative work the Service was doing. Members viewed the video and requested that it be shown to all Members.

RESOLVED:- That the Committee endorse the report and note the contents of the 5 negative KPI exception reports.

#### 5/16 DATE OF NEXT MEETING

The next meeting of the Committee had been agreed for Thursday 1 December 2016 in the Main Conference Room, Service Headquarters, Fulwood at 1000 hours.

Further meeting date were noted for: 16 March 2017, 8 June 2017, 14 September 2017 and 30 November 2017.

M NOLAN  
Clerk to CFA

LFRS HQ  
Fulwood

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## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19 December 2016

### NOTES OF STRATEGY GROUP HELD ON MONDAY, 19 SEPTEMBER 2016

Contact for further information:

Diane Brooks, Principal Member Services Officer - Tel No (01772) 866720

#### Executive Summary

Report on proceedings of Lancashire Combined Fire Authority Strategy Group held at the Service Training Centre, Euxton on Monday, 19 September 2016.

#### Recommendation

That the Authority note the proceedings as set out in this report.

#### Information

In Attendance: -

F De Molfetta, A Barnes, K Brown, T Burns, C Crompton, M Green, F Jackson, M Khan, A Matthews, M Parkinson, N Penney, M Perks, J Shedwick, R Shewan, D Smith, D Stansfield, V Taylor and T Williams.

#### 1 LFRS DRONE

Group Manager, Tim Murrell presented Members with an update of the LFRS Air Support Unit (drone) which was available for mobilisations to incidents.

A short demonstration of the drone capability was provided to Members. The drone could be used to help identify: hazards, the overall extent of the incident, any casualties / people at risk or in need of rescue; direction and speed of fire spread; damage assessment; assess and egress to the incident ground; evacuation zones; cordons; environmental impacts and likely incident causes.

In response to a question regarding air restrictions from Councillor Smith, GM Murrell confirmed that the Service could fly over a cordoned area which had been set up for safety reasons.

#### 2 DRAFT IRMP

The Deputy Chief Fire Officer presented Members with an overview of the contents for the Integrated Risk Management Plan 2017-2022.

Integrated Risk Management Planning (IRMP) was the way that all Fire and Rescue Services identified and managed risks. Maintaining a clear and current understanding of the risks that affect Lancashire's communities underpinned everything the Service did; driving its governance and planning arrangements.

A comprehensive strategic assessment of risk had been undertaken and a copy of the Assessment was made available to Members. By understanding the nature of the risks within Lancashire and how members of the communities served may be harmed by them, the Service was better placed to ensure that suitable measures for mitigation were in place.

The IRMP was a flexible 5-year framework document that connected to broader Service plans thereby avoiding duplication. The draft IRMP would be formally presented to the next Planning Committee meeting in November 2016.

### 3 FINANCIAL UPDATE

The Director of Corporate Services reiterated the details of the draft 4-year funding settlement which showed a potential reduction of £5.5m over the period. He advised that the Government was currently consulting both on the level of business rates and it was also seeking views on a range of technical issues concerning the 2017 to 2018 local government finance settlement. The pressures on future budgets were discussed by Members alongside the need to make further efficiency savings to address the potential gaps in funding.

### 4 RETAINED DUTY SYSTEM UPDATE

The current level of Retained Duty System availability was one of the best nationally however, performance had fallen in the last two financial years and the Service was reviewing the reasons for this. As part of the budget setting process this year the Authority approved a provision of £0.6m into the current, and future budgets for RDS improvements.

The Director of Corporate Services provided Members with the background and future proposals for the Retained Duty System salary scheme.

The Assistant Chief Fire Officer provided members with an overview of how the Service was strengthening and improving its Retained Duty System to deliver continuous and sustainable improvement including details of the 6 task and finish groups and their reporting arrangements.

### 5 PARTNERSHIP WORKING

The Assistant Chief Fire Officer provided Members with the background to and an update on how the Service was working in partnership to develop a safe and well visit to replace its current Home Fire Safety Check service.

### 6 BEYOND BLUE LIGHTS

The Deputy Chief Fire Officer advised that at the last Performance Committee Members had viewed a video which promoted the collaborative work the Service was doing. The video had been produced for the Chief Fire Officers Association annual conference which was attended by Brandon Lewis MP, the Minister of State for Policing and the Fire Service and other key government figures from the Home Office. At the request of the Committee the video was shown to all Members.

7 RISK MANAGEMENT TRAINING

The Director of Corporate Services agreed to provide Members with an electronic version of the Risk Management Training.

**Business Risk**

None

**Environmental Impact**

None

**Equality and Diversity Implications**

None

**HR Implications**

None

**Financial Implications**

None

**Local Government (Access to Information) Act 1985  
List of Background Papers**

Paper	Date	Contact
N/A		
Reason for inclusion in Part II, if appropriate:		

M NOLAN  
Clerk to CFA

LFRS HQ  
Fulwood

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## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19 December 2016

### PROCEEDINGS OF RESOURCES COMMITTEE HELD 28 SEPTEMBER 2016

(Appendix 1 refers)

Contact for further information:

Diane Brooks - Principal Member Services Officer – Tel (01772) 866720

#### Executive Summary

The proceedings of the Resources Committee meeting held on 28 September 2016.

#### Recommendation

To note and endorse the proceedings of the Resources Committee meeting as set out at Appendix 1 now presented.

#### Information

Attached at Appendix 1 are the proceedings of the Resources Committee meeting held on 28 September 2016.

#### Business Risk

Nil

#### Environmental Impact

Nil

#### Equality & Diversity Implications

Nil

#### Financial Risk

Nil

#### HR Implications

Nil

#### Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact
N/A		Diane Brooks
Reason for inclusion in Part II, if appropriate: N/A		

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## LANCASHIRE COMBINED FIRE AUTHORITY

### RESOURCES COMMITTEE

Wednesday, 28 September 2016, at 10.00 am in the Main Conference Room, Service Headquarters, Fulwood.

#### MINUTES

#### PRESENT:

##### Councillors

F De Molfetta (Chairman)  
T Aldridge (Vice-Chair)  
A Barnes  
S Holgate  
A Matthews  
D O'Toole  
R Shewan  
V Taylor  
T Williams

##### Officers

K Mattinson, Director of Corporate Services (LFRS)  
B Warren, Director of People and Development (LFRS)  
J Bowden, Head of Finance (LFRS)  
D Brooks, Principal Member Services Officer (LFRS)

#### 18/16 APOLOGIES FOR ABSENCE

Apologies were received from Councillor Fred Jackson and County Councillor Michael Green.

#### 19/16 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

#### 20/16 MINUTES OF THE LAST MEETING HELD ON 29 JUNE 2016

RESOLVED: That the Minutes of the meeting held on 29 June 2016 be confirmed as a correct record and signed by the Chairman.

#### 21/16 REVISIONS TO THE STATEMENT OF ACCOUNTS 2015/16

The Committee approved the draft Statement of Accounts for the financial year ended 31 March 2016 at the June meeting, prior to the audit being carried out by Grant Thornton. The Statement of Accounts had now been updated to reflect two misstatements and one disclosure change identified during the audit as now presented.

The Director of Corporate Services advised that the changes requested by Grant Thornton were made to the accounts and the updated version would be presented to the Audit Committee on 29 September 2016 for information, alongside the full Audit Findings Report.

RESOLVED: - That the Committee re-approve the revised Statement of Accounts.

22/16 FINANCIAL MONITORING 2016/17

The report set out the current budget position in respect of the 2016/17 revenue and capital budgets and performance against savings targets.

Revenue Budget

The overall position as at the end of August showed an under spend of £0.933m. The current underspend was the result of the Authority continuing to monitor variances for emerging savings opportunities which may be reflected in the forthcoming budget setting process.

The Committee was provided with detailed information regarding the position within individual departments, with major variances being summarised below: -

Area	Overspend / (Under spend) £'000	Reason
Fleet & Technical Services	32	The overspend related to the timing of committed spend against breathing apparatus, operational equipment and breathing apparatus, as goods and services were ordered for delivery later in the financial year, and hydrant repair commitments.
Property	(157)	The underspend related to spend against planned repairs and maintenance as property department capacity was almost fully occupied with working on the current capital projects. It was likely that this would result in a similar level of underspend by year end which would be reported in November.
IT	28	The current overspend predominantly related to the timing of annual software licences paid during the first part of the year, which would reduce as the year continued.  In addition, the national Emergency Services Mobile Communications Project (ESMCP) to replace the Airwave mobilising radio system was now underway, and as such LFRS had been allocated government funding to create up to 4 fixed term project roles to facilitate our transition to the replacement system in due course. The Committee was asked to endorse the creation of these posts for this purpose.
Service	(98)	The underspend reflected the continued reductions in

Delivery		<p>spending across many budget headings, for which next year's budget would be adjusted, and the single most significant element of which was the ongoing underspend on smoke detectors as the new Home Fire Safety Check process continued to be embedded within the service.</p>
Pay	(648)	<p>In terms of the underspend to date, this was broken down as follows:</p> <ul style="list-style-type: none"> <li>• Wholetime pay (£278k underspend) related to a combination of the timing of costs of ad hoc payments such as overtime and public holidays, which would be monitored closely for the rest of the financial year and the differences between the expected staffing numbers versus the actual staff in post. In addition, following retirements to the end of August and 5 personnel leaving without accruing full pension benefits, there were 20 vacant posts which would continue to create underspends until the Lancaster wholetime pump was removed on 1 October. The wholetime budget allowed for the recruitment of up to 30 staff in the second half of the year, to make up the anticipated shortfall in staff as retirements continued. This recruitment exercise had been open to existing Retained Duty System (RDS) staff only.</li> <li>• Retained pay (£220k underspend) related to vacant hours of cover across many fire stations, plus timing of spend for retained training courses scheduled for later in the financial year. The current Wholetime recruitment could potentially create further reductions in hours of cover dependent on the number of RDS appointed and their subsequent ability to carry out dual roles.</li> </ul> <p>Note the Retained pay budget also included an additional £600k in relation to the Strengthening and Improving RDS project, which was phased in at the end of the year pending identification and approval of specific requirements in due course.</p> <ul style="list-style-type: none"> <li>• Support staff pay (£150k underspend) related to various vacant posts, for which recruitment was currently underway, including posts relating to the additional £100k budget added into ICT to create additional capacity.</li> </ul>

## Capital Budget

The Capital Programme for 2016/17 stood at £8.063m, as approved at the last Resources Committee. A review of the programme had been undertaken to identify progress against the schemes as set out below: -

	Committed spend to Aug 16 £m	
Pumping Appliances	0.964	Committed spend to date related to the purchase of 5 pumping appliances for the 2016/17 programme, which had been ordered and were currently in build, anticipated delivery was by March 2017.
Other vehicles	0.130	<p>Committed spend to date related to various support vehicles from the 2015/16 and 2016/17 capital programmes which had either been delivered or had been ordered.</p> <p>The balance of the budget related to:-</p> <ul style="list-style-type: none"> <li>• the remaining planned support vehicles replacements, which were being reviewed prior to replacement;</li> <li>• the replacement of 2 driver training vehicles (DTVs) for which specification options were currently being considered.</li> </ul>
Operational Equipment / Future Firefighting	0.118	This £1m budget was set aside to meet the costs of innovations in firefighting equipment, and the spend to date reflected the purchase of an Unmanned Aerial Vehicle (UAV) or drone, which was now operational, and the costs of trialling a new vehicle type to use as a water tower. In addition, the initial purchase costs of flood suits would shortly be charged against this budget.
Building Modifications	1.527	<p>The majority of committed spend to date related to the purchase of the property adjacent to Lancaster fire station in order to facilitate the redevelopment of the site.</p> <p>The balance of the budget related to:-</p> <ul style="list-style-type: none"> <li>• the remainder of the budget for the provision of a replacement for Lancaster Fire Station, incorporating a joint Fire &amp; Ambulance facility, following the purchase of the adjacent site, we were expecting tender responses back during October;</li> </ul>

		<ul style="list-style-type: none"> <li>completion of the remaining items of capital works at the Training Centre site in order to make the site fit for purpose for the next five years, in addition the budget allowed for the relocation of the Fleet workshop to Training Centre.</li> </ul>
IT systems	0.012	<p>Committed spend to date related to the final stages of the phased implementation of the replacement asset management system begun during the last financial year.</p> <p>The balance of the budget related to:-</p> <ul style="list-style-type: none"> <li>Initial costs of the national Emergency Services Mobile Communications Project (ESMCP) to replace the Airwave wide area radio system – with further budgetary provision included in the 2017/18 draft capital programme;</li> <li>the replacement of the wide area network (WAN) to allow a solution to be in place when current service contracts were due to end during 2017/18;</li> <li>The replacement of various systems, in line with the ICT asset management plan, however these were reviewed prior to starting the replacement process.</li> </ul>

Members were also provided details which set out the capital programme and the expenditure position against this, as reflected above. The costs to date would be met largely by revenue contributions, with capital grant funding the costs to date of Lancaster Redevelopment.

#### Delivery against savings targets

The current position on savings targets identified during the budget setting process, was reported. The performance to date was ahead of target due to a combination of the underspend on salaries for the first five months, plus savings in respect of procurement activities during the same period. It was anticipated that we would meet our efficiency target for the financial year.

RESOLVED: - That the Committee

- i) Endorse the creation of up to an additional four Emergency Services Mobile Communications Project roles within the Information Technology department budget; and
- ii) Note the financial position.

23/16 SELF SUFFICIENT LOCAL GOVERNMENT - 100% BUSINESS RATES RETENTION

The current business rates retention scheme was introduced in 2013. Within the current scheme 50% of local business rates were retained, in theory providing a strong incentive for local authorities to grow business rates in their area and thereby generate additional funding.

The main points of the current scheme were considered by Members. It was noted that in 2016/17 our local retained business rates were £4.7m (less than 10% of our total budget) and our top up grant was £9.7m. A move to 100% retention of business rates would have little impact on the position as we would still be a top up authority requiring specific government grant to maintain funding levels. Furthermore the proposal would still retain a safety net and periodic resets.

It was also noted that within the draft 4 year settlement, business rate income was assumed to grow by 2.0% in 2017/18, 3.0% in 2018/19 and 3.2% in 2019/20, which was significantly higher growth than we had seen within Lancashire over the last 3 years, which averaged just 1.2%.

At the time of the initial consultation in 2012 we argued that Fire Authorities should not be included in the scheme as they had very little, if any, impact on business rates. We did not believe this position had changed significantly and therefore still felt that we should be excluded from this system and should be funded from specific grant similar to the Police.

Furthermore, as business rates in Lancashire had historically grown by less than the national average then removing us from this should in theory provide greater funding in future years, assuming that any grant funding was linked to national indices. It should also improve funding certainty, reducing the risk to future funding should a large business pull out of the area, such as British Aerospace, or should a major business be successful in winning an appeal against their rating value.

Given the consultation had closed on 26 September a response had been agreed with the Chairman and Vice-Chairman of Resources as now presented.

RESOLVED: - That the Committee note the report and endorse the response to the consultation document as agreed by the Chairman and Vice-Chairman of Resources.

24/16 DATE OF NEXT MEETING

The next scheduled meeting of the Committee was agreed for Wednesday 30 November 2016 in the Main Conference Room, Service Headquarters, Fulwood, commencing at 1000 hours.

Further meeting dates were noted for 29 March 2017 and 28 June 2017 and agreed for 27 September 2017.

25/16 EXCLUSION OF PRESS AND PUBLIC

RESOLVED: - That the press and members of the public be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part 1 of Schedule 12A to the Local Government Act 1972, indicated at the heading to the item.

26/16 HIGH VALUE PROCUREMENT PROJECTS

Members considered a report that provided an update on all contracts for one-off purchases valued in excess of £50,000 and high value procurement projects in excess of £100,000 including: new contract awards, progress of ongoing projects and details of new projects with an anticipated value exceeding £100,000.

RESOLVED: That the Committee note the report.

27/16 URGENT BUSINESS (PART 2) - PRESTON FIRE STATION

Members considered a report received from the Director of Corporate Services.

RESOLVED: - that the recommendation outlined in the report be approved.

28/16 URGENT BUSINESS (PART 2) - WHOLE TIME RECRUITMENT

The Director of People and Development advised Members of the current position regarding the recruitment of whole time firefighters. It was agreed that a report would be presented to the next Resources Committee meeting in November.

RESOLVED: - That the current position be noted.

M NOLAN  
Clerk to CFA

LFRS HQ  
Fulwood

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## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19 December 2016

### PROCEEDINGS OF AUDIT COMMITTEE HELD 29 SEPTEMBER 2016

(Appendix 1 refers)

Contact for further information:

Diane Brooks - Principal Member Services Officer – Tel (01772) 866720

#### Executive Summary

The proceedings of the Audit Committee meeting held on 29 September 2016.

#### Recommendation

To note and endorse the proceedings of the Audit Committee meeting as set out at Appendix 1 now presented.

#### Information

Attached at Appendix 1 are the proceedings of the Audit Committee meeting held on 29 September 2016.

#### Business Risk

Nil

#### Environmental Impact

Nil

#### Equality & Diversity Implications

Nil

#### Financial Risk

Nil

#### HR Implications

Nil

#### Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact
N/A		Diane Brooks
Reason for inclusion in Part II, if appropriate: N/A		

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## LANCASHIRE COMBINED FIRE AUTHORITY

### AUDIT COMMITTEE

Thursday, 29 September 2016, at 10.00 am in the Main Conference Room, Service Headquarters, Fulwood.

### MINUTES

#### PRESENT:

##### Councillors

C Crompton (Chairman)  
S Holgate  
P Britcliffe  
M Khan  
M Perks  
J Shedwick (Vice-Chair)  
D Smith

##### Officers

C Kenny, Chief Fire Officer (LFRS)  
K Mattinson, Director of Corporate Services (LFRS)  
J Bowden, Head of Finance (LFRS)  
D Brooks, Principal Member Services Officer (LFRS)

##### In attendance

C Stead, External Audit, Grant Thornton  
J Taylor, Internal Audit, Lancashire County Council  
L Ellison, Internal Audit, Lancashire County Council

#### 12/16 APOLOGIES FOR ABSENCE

None received.

#### 13/16 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

#### 14/16 MINUTES OF THE LAST MEETING HELD ON 23 JUNE 2016

RESOLVED: - That the Minutes of the last meeting held on the 23rd June 2016 be confirmed as a correct record and signed by the Chairman.

#### 15/16 EXTERNAL AUDIT - LETTER OF REPRESENTATION

As part of the year-end process the Authority was required to sign a letter of representation. This letter confirmed that the Authority had disclosed all relevant information in its accounts for the year in question and that all issues which should have been brought to the attention of the auditors had been.

The Treasurer confirmed that there were no issues that should have been brought to the attention of the auditors but which had not been. The Treasurer confirmed he would sign the letter at the meeting, as there were no further issues which he felt required disclosure.

RESOLVED: - That the Audit Committee authorise the signing of the letter by the Chairman of the Committee.

#### 16/16 EXTERNAL AUDIT - AUDIT FINDINGS REPORT

Under the statutory Code of Audit Practice for Local Government bodies our external auditors, Grant Thornton were required to issue a report to those charged with governance summarising the conclusions from their audit work. Members considered this report which was presented by Caroline Stead.

The main issues within the Audit Findings Report were as follows:-

- Audit opinion - the auditor would give an unqualified opinion on the financial statement,
- Value for money - the auditors proposed giving an unqualified opinion on the value for money conclusion.

In addition it was considered best practice to present the amended statement of accounts. This was originally approved by Resources Committee in 26 June 2016 and the revised accounts including the audit amendments were re-presented to the Resources Committee on 28 September 2016 for re-approval.

Following the audit a number of changes had been made to the accounts, as set out in the report now presented and considered by Members.

RESOLVED:- That the report be noted and the Committee:-

- i) Note the matters raised in the report;
- ii) Note the unqualified opinion on the financial statements;
- iii) Note the value for money conclusion;
- iv) Note the amended Statement of Accounts.

#### 17/16 INTERNAL AUDIT MONITORING REPORT

The Internal Auditors produced a summary of progress against the annual plan for each Audit Committee meeting, setting out progress to date and any significant findings. The report for the period up to 31st August 2016 was presented by Judith Taylor (Senior Auditor for Lancashire County Council).

From the work undertaken to date no key issues had been identified that would have implications for the Authority's overall control environment.

Progress to date in relation to the Plan was provided. Of the 80 total planned days; 27 days had been completed to date. In addition a further 8 days had been spent during the first quarter of the financial year in completing and finalising reviews outstanding from 2015/16 audit plan. The findings from these reviews were reported in the 2015/16 Annual Report that was presented to the Audit Committee at its last meeting in June.

RESOLVED: - That the Committee note the report.

## 18/16 RISK MANAGEMENT UPDATE

The report highlighted action taken in respect of corporate risk since the last Audit Committee meeting.

The latest review of the corporate risk register had not identified any new risks which warranted inclusion on the corporate risk register. Of the existing risks 2 had been reviewed and an updated corporate risk register was considered by Members.

Risk number 16 was concerned with a lack of clarity on the future of the Fire and Rescue Service leading to inertia. It was noted that the Policing and Crime Bill (which was currently going through Parliament) introduced measures which required the police, fire and rescue, and ambulance services to collaborate with one another. As a minimum, the legislation required Police and Crime Commissioners (PCCs) to be represented on the relevant fire and rescue authority (FRA) (or its committees) with full voting rights, subject to the consent of the Authority. Alternatively, PCCs had the option of putting forward a business case which could include arrangements to take on responsibility for the governance of fire and rescue; or to become the single employer for fire and police, to deliver greater improvements through the integration of back office functions and maximise the benefits of workforce flexibility.

As such future options now appeared to be either: remain as we are or move towards a PCC. Discussions were on-going with the PCC, however at the present time there was no current intention to change governance arrangements. As had always been the case we continued to consult with partner agencies on any proposed major changes within the Service. It was therefore proposed that the risk be discharged from the risk register. Following debate, Members agreed to classify the risk as low and to leave it on the Corporate Risk Register.

Risk number 17 was concerned with the failure of the Emergency Services Mobile Communications Project (ESMSP). The Director of Corporate Services advised that the Service continued to progress work along with the other North West Fire & Rescue Services, as the first region to roll out the proposed solution. There was concern due to slippage of milestones within the national timescale, and there would be further work undertaken within the North West in October to realise some of the operational issues across the three Emergency Services, in conjunction with the National Home Office programme team. There would be a clearer picture towards the end of the year after this work, and further milestones had been reached within the project and the risks would be assessed and updated.

RESOLVED: - That the Committee note the actions taken and endorse the revised corporate risk register; subject to the re-classification of risk number 16.

## 19/16 INTERNAL AUDIT CHARTER

Members considered the Charter which was presented by Judith Taylor. The Charter established the framework in which Lancashire County Council's Internal Audit Service operated to best serve the Combined Fire Authority and to meet its professional obligations under the Public Sector Internal Audit Standards. The standards required all Internal Audit Services to implement and retain an Internal Audit Charter which defined its purpose, authority and responsibility. The Charter was subject to periodic reviews by the head of internal audit and an amended version was now considered by Members for approval.

RESOLVED: - That the Committee approve the Internal Audit Charter 2016.

20/16 URGENT BUSINESS - APPOINTMENT OF EXTERNAL AUDITOR

The Director of Corporate Services advised Members that the Authority's current external auditor, Grant Thornton was appointed under a contract let by the Audit Commission. However, following closure of the Audit Commission the contract was currently managed by Public Sector Audit Appointments Limited (PSAA), a transitional body set up by the Local Government Association with delegated authority from the Secretary of State for Communities and Local Government.

It was noted that the Authority had received notification from PSAA confirming the Appointment of Grant Thornton to audit the accounts of the Authority for 2017/18; thereby extending the contract by one year.

RESOLVED: - That the report be noted.

21/16 DATE OF NEXT MEETING

The next meeting of the Committee would be held on Thursday 26th January 2017 at 1000 hours in the Main Conference Room at Lancashire Fire and Rescue Service HQ, Fulwood.

Further meeting dates were noted for 30 March 2017 and 22 June 2017 and agreed for 28 September 2017.

M NOLAN  
Clerk to CFA

LFRS HQ  
Fulwood

## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19 December 2016

### PROCEEDINGS OF NORTH WEST FIRE & RESCUE FORUM HELD 19 OCTOBER 2016 (Appendix 1 refers)

Contact for further information:

Diane Brooks - Principal Member Services Officer – Tel (01772) 866720

#### Executive Summary

The proceedings of the North West Fire & Rescue Forum meeting held on 19 October 2016.

#### Recommendation

To note the proceedings of the North West Fire & Rescue Forum meeting as set out at Appendix 1 now presented.

#### Information

Attached at Appendix 1 are the proceedings of the North West Fire & Rescue Forum meeting held on 19 October 2016.

#### Business Risk

None

#### Environmental Impact

None

#### Equality & Diversity Implications

None

#### Financial Risk

None

#### HR Implications

None

#### Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact
N/A		Diane Brooks
Reason for inclusion in Part II, if appropriate: N/A		

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## North West Fire &amp; Rescue Forum

Minutes of the meeting held on 19<sup>th</sup> October 2016

At  
NW Fire Control, Lingley Mere, Warrington

<b>Present:</b>	<b>Authority:</b>
Cllr D Hanratty	Merseyside (Chair)
Cllr L Maloney	Merseyside
Cllr J Bell	Greater Manchester
Cllr B Rudd	Cheshire
Cllr S Nelson	Cheshire
Cllr F De Molfetta	Lancashire
Cllr D O'Toole	Lancashire
Cllr B Doughty	Cumbria
<b>Officers/Observers:</b>	<b>Authority:</b>
Mr P Hancock	Cheshire and Cumbria
Mr C Kenny	Lancashire
Mr P Argyle	Greater Manchester
Mr D Stephens	Merseyside
Mrs J Henshaw	Merseyside
Mrs S Wainwright	Merseyside (Note taker)
<b>Apologies:</b>	<b>Authority:</b>
Cllr D Acton	Greater Manchester
Cllr G Merry	Cheshire
Cllr G Strong	Cumbria
Cllr L Rennie	Merseyside
Cllr T Judge	Greater Manchester
Cllr M Parkinson	Lancashire
Mr P O'Reilly	Greater Manchester

Agenda Item	Minute
1.	<p><b><u>Chairman's Welcome and Introduction</u></b></p> <p>The Chair welcomed all present to the meeting, making particular reference to Cllr Rudd, Chair of Cheshire Fire &amp; Rescue Authority attending his first Forum, and Paul Argyle representing Peter O'Reilly, then opened proceedings.</p>
2.	<p><b><u>Apologies</u></b></p> <p>Apologies were received as shown in the table above.</p>
3.	<p><b><u>Declarations of Interest</u></b></p> <p>No declarations of interest were made in relation to items of business on the Agenda.</p>
4.	<p><b><u>Items Requiring Urgent Attention</u></b></p> <p>There were no matters requiring urgent attention.</p>
5.	<p><b><u>Minutes of the Previous Meeting</u></b></p> <p>The minutes of 14<sup>th</sup> July 2016 were agreed as a true record.</p>
6.	<p><b><u>Actions from the Last Meeting</u></b></p> <p><b>Action 1 – Lobbying</b></p> <p>The Chair updated the Forum on a recent communication from NWAS in which they were making enquiries as to the most appropriate person to attend a future meeting. The Chair indicated that it was the view of the Forum that given the strategic level of discussion it should be the Chief Executive/Chair of NWAS who attends. Discussions would be around collaboration and an overview of working across the North West.</p> <p>DS advised that Services were working collaboratively with NWAS but there were issues with the FBU over extending EMR.</p> <p><b>Action: Letter to NWAS outlining the purpose and scope of attending a future meeting.</b></p> <p>A further discussion took place around meeting with Brandon Lewis, MP and Dan Greaves. Cllr Doherty proposed that the Chair/Vice-Chair and DS (as Advisor to the Forum) should arrange to meet with NWAS and Ministers in London. Cllr Molfetta seconded this.</p> <p><b>Action: Letter to Fire Minister/Dan Greaves requesting a meeting.</b></p> <p>PA advised that Brandon Lewis, MP was visiting Greater Manchester (GM) FRS on 3<sup>rd</sup> November to discuss recruitment/diversity and collaboration. The overall work of the North West would be highlighted by GM FRS.</p>

**Action 2 – Policing and Crime Bill**

The Chair advised that Royal Ascent was expected in the New Year, and that there had been a slight amendment to the Bill whereby if an Elected Mayor was appointed they could take responsibility for Fire.

It was agreed that a letter of thanks should be sent to Andy Burnham, MP for his support of the FRS during his time as Shadow Home Secretary.

**Action: Letter of appreciation to be sent to Andy Burnham, MP.**

**Action 3 – Devolution Deals**

Greater Manchester devolution arrangements have been agreed and will come into force in May 2017. The Liverpool City Region devolution order is in the process of being laid before Parliament but does not include Police/FRS governance. It is thought that this will be addressed following the election of the Mayor in May 2017.

GM updated on the proposed Governance for a Fire Committee, but no clear decision as yet had been agreed.

It was felt that whatever model was adopted in GM would be adopted in Merseyside.

CLlr Doherty advised that Cumbria had submitted an application to Government for consideration of devolution but to date no agreement had been reached. He went on to state that the Police and Crime Commissioner hold an extremely good relationship and have indicated that they have no wish to take over the FRS.

CLlr Rudd confirmed that Cheshire had looked at a similar proposal, however Warrington are in talks with the Liverpool City Region so at present the proposal cannot move forward. There is also some reluctance to have an Elected Mayor.

PH summed up the conversation by suggesting that Home Office are looking to the Sector for solution and rather than focus on governance models it may be more appropriate to highlight the achievements of the North West FRS and the extended role played within the community. CFOs to compile a list for Members to promote.

**Action: CFOs to compile a list of achievements for Members to promote.**

**Action 4 – Letwin Review**

The action to circulate the Letwin Review was discharged. To be discussed as part of the main agenda.

**Action 5 – Letter to new Fire Minister**

Discussed as part of Action 1 – Item closed.

7.

**Chairman's Update**

The Chair advised that there were no issues to update the Forum on.

8.	<p><b><u>Early Day Motion – Sprinklers in Schools</u></b></p> <p>The Forum unanimously agreed to offer their support. The importance of sprinklers was emphasised. The following actions were agreed:</p> <p><b>Action:</b></p> <ul style="list-style-type: none"> <li>• Letter to All Parliamentary Group offering support (Ronnie King).</li> <li>• Letter of support to Kate Hoey</li> <li>• Letter to Fire Minister</li> <li>• Letter to Clive Betts, Chair of the Select Committee – DCLG</li> <li>• Speak to Terry McDermott, Lead on behalf of CFOA.</li> </ul>
9.	<p><b><u>Priorities Going Forward</u></b></p> <p>CK highlighted the following areas:</p> <ul style="list-style-type: none"> <li>• As discussed at Action Point 3 – CFO’s to compile a list of achievements for Members to promote;</li> <li>• Procurement – since the last meeting, procurement data has been published by Government and the North West fared very well.</li> <li>• ESMCP – North West will be the first region to move over. However, delays are expected. The cost sits with Central Government. Motorola have bought out Airwave and so own both systems;</li> <li>• Flooding – A seminar was recently hosted in Lancashire which every FRS attended with the intention of sharing lessons learnt. Very positive outcome.</li> <li>• Unwanted Fire Signals – work is continuing across the Sector.</li> <li>• Collaborative work across the North West with Specialist Officers - providing extra resilience advice and support.</li> <li>• Research and Development – taken over by the CFOA R&amp;D Hub at the FSC. Tapping into this.</li> <li>• DS updated on National Operational Guidance, advising that the North West is ahead of any other region in implementing standardised SOP’s aligned to NOG.</li> </ul> <p>CLr Doherty raised a query around the co-ordination of other agencies for national resilience during the floods in Cumbria, whilst at the same time recognising that the FRS were the only co-ordinated agent. DS responded by advising that this point was being addressed through the National Resilience Board/Strategic Resilience Board.</p>

10.

### **North West FRS Updates**

#### **Cheshire:**

Chief Fire Officer Paul Hancock gave the following update on behalf of Cheshire Fire & Rescue Service:

- IRMP out for consultation – first year of a four year plan – forecasting £4m savings over the next four years
- 16/17 last year of current four year IRMP – 4 new stations and Safety Centre – savings of £8m
- Redeployments and new management structure for the new stations/fire cover model
- RDS second pumps at Runcorn - Crewe and Ellesmere Port to follow, although there is a proposal to move to a day duty shift model as an interim arrangement to align with the retirement profile
- Focus on WMs – development programme
- Wholetime recruitment campaign ongoing
- Apprentices started – 11 on scheme (4 females – 33%)
- Authority also recently approved a commitment to build enhancements and extensions to current training facilities at Sadler Road - £7m capital investment
- BLC on track and making progress – ICT first team to TUPE transfer to Chief Constable on 1<sup>st</sup> November; currently consulting on the measures
- Chief Officer group Feb/March to move in to Police HQ next year along with other corporate services departments; process co-location followed by the TUPE transfer

#### **Cumbria:**

Chief Fire Officer Paul Hancock gave the following update on behalf of Cumbria Fire & Rescue Service:

- CC Elections – May next year
- CE announced her retirement – leaves CC in February
- CC recent restructure – Communities team integrated into Public Health and our safe and well assessments; FRS became a directorate in its own right; includes Resilience, PREVENT and CS
- Significant financial challenges for the CC - £228m savings thus far and £45m for next year (£15m budget gap). FRS savings are £600k – these will be realised by management restructure and changes to Penrith, plus savings from pensions contributions (Modified scheme and the 92, 06 and 15 schemes employer contribution rates)
- Now developing plans for the new administration – May 2017 – challenging because 92% of our budget is on salaries
- DCP not progressing – alternative proposals being considered
- Furness Peninsula Blue Light Hub progressing; CFRS, NWAS, Police and ASC to be located in the same building (partly funded by transformation monies from DCLG)
- Mergers and station closures – not currently an option

- Recently established a BLC WG – no desire or plans for the PCC to take over the FRS – FRS really well embedded in the CC
- EMR finally progressing – hopefully we will have a number of pilots starting in the New Year – really positive meeting with the new CE of NWAS
- Wholetime recruitment campaign started this week
- Apprentices recently offered permanent contracts
- Number of RDS on flexi contracts have also been offered permanent contracts

ClIr O'Toole asked if the 4 new Cheshire stations were PFI Schemes. Paul Hancock indicated that they were not.

ClIr O'Toole asked if they had been to public consultation on reducing pumps. Paul Hancock advised that this had not been necessary as they consulted 4 years ago on the initial IRMP.

ClIr Doherty wished to place on record his appreciation for the work Paul Hancock had undertaken since becoming Chief.

ClIr Byrom enquired about the numbers of retained applicants. Paul Hancock advised that this was dependent on station by station, but attracting candidates for retained duties was getting more difficult.

**Greater Manchester:**

Deputy Chief Fire Officer Paul Argyle gave the following update on behalf of Greater Manchester Fire & Rescue Service:

- Refreshing IRMP;
- A further £14m savings to be identified by 2020;
- Political issue – move to a new crewing system as part of 12 hour shifts. TAP response by this Friday. Further talks taking place on Monday 31<sup>st</sup> October. Section 188 was issued and withdrawn subject to meaningful discussions taking place;
- Proposal to reduce pumps to 50 during the day and 46 at night;
- Community Response Vehicles purchased;
- Underspend being used to invest in appliances and equipment;
- Recruits course – 18 (8 from underrepresented groups);
- Kier key contract at Bury training site. Requested 3 extra weeks for completed. Handover programmed for November. Fully operationally with training April 2017;
- Trialling missing or not seen calls;
- MoU with NWAS enforcing entry;
- Savings – review of all structures;
- Currently reviewing Support Services;
- Devolution:
  - Engaging with staff
  - Interim Mayor visited
  - Trade Unions reps – TUPE transfer what means for them.
  - Identifying opportunities as well as threats as the largest organisation moving into the combined authority.

- Peter O'Reilly appointed to Transformation Committee Project Board.

- Blue Light Collaboration –Irlam: tri station – last week did a signing of the steel with Wigan LA, Fire and Ambulance;
- Whitefield and Philips Park (moving on);
- Co-locate regulatory service with other regulators;
- Local Resilience Forum – Chair that Forum
- Rockerfellers100 Resilient Cities – funding achieved.

Cllr Bell asked about legislation for the material used for Halloween clothing. PH confirmed that most supermarkets do now comply but there is no EN standard.

Cllr Doherty advised that Cllrs of County FRA's are coming together to adopt a business case similar to the Forum.

### **Lancashire:**

Chief Fire Officer Chris Kenny gave the following update on behalf of Lancashire Fire & Rescue Service:

- 19 out of 25 Elected Members are up for election in May 2017;
- IRMP – changed Lancaster second pump from wholetime to retained;
- Retained salary system in place for last 10 years has helped preventative approach but now thinking of going back to 'attendance and turn out approach'. Availability around 90%. Looking to pay over and above grey book;
- Recruitment – 2 tiered approach – first to RDS – next phase will be an open recruitment process;
- Gaining entry - £11k funding received;
- 3<sup>rd</sup> year of fitness tests;
- Firefighters Charity event in Lancashire – well supported.

### **Merseyside:**

Chief Fire Officer Dan Stephens gave the following update on behalf of Merseyside:

#### **IRMP 2017-20**

- The 2017-20 draft IRMP will be issued for 12 weeks consultation subject to Authority approval at its meeting tomorrow (20<sup>th</sup> October).
- The IRMP contains a number of operational response proposals designed to contribute to an £11m savings target. The proposals include changing the crewing model at five stations from 24 hours WT to 12 hour WT days with retained cover on a 30 minute recall overnight.
- Two stations (Aintree and Kensington) already operate this duty system on an interim basis. The Authority has 18 recruits in training who are conditioned to this duty system with further recruit courses planned to ensure there are sufficient numbers of staff to crew all five stations.

Station Mergers

- Construction on the new Prescott fire and police station is due to commence imminently. This station will replace the existing stations at Huyton and Whiston.
- A planning application for the new fire station at Saughall Massie will be considered on 10<sup>th</sup> November. This station will replace the existing stations at Upton and West Kirby.
- Ground analysis is ongoing at the Canal Street site in St Helens to determine the extent of remediation that will be required prior to submitting a planning application. This station will replace the existing stations at Eccleston and St Helens.

Police Collaboration

- Deloitte are in the final stages of a 12 week process to develop an outline business case for collaboration around transactional and professional support services.
- The initial view from Deloitte is that there is significant potential to deliver savings through a range of options which will be considered by Chief Officers at a meeting on 4<sup>th</sup> November.

Lead Authority for National Resilience

- MFRA took on Lead Authority status for National Resilience on 1<sup>st</sup> July. The process of transition has been seamless and the processes are now well embedded.
- The Authority has responsibility for delivering assurance to Home Office over the operational readiness of the NR capabilities (USAR, CBRNe, HVP, ELS). The Authority also has responsibility for the management of the Training and Long Term Capability Management (Asset Refresh) contract.

Paul Hancock asked the Forum to recognise the hard work that Dan Stephens had undertaken in securing the position of Lead Authority for National Resilience. This was not an easy task and was down to the trust and confidence in Dan himself. **Well done Dan the man!**

DS thanked the Forum and emphasised the expectations of the Home Office for the entire Sector in taking on such responsibility. He went on to recognise the work and leadership of Paul as President of CFOA enabling the Sector to be seen in such a positive light, as well as the political leadership of the North West.

Cllr Rudd asked if this was as a consequence of the NW working together. DS concurred by assuring the Forum that it was due to solid foundations built up within the North West which was starting to be recognised within Home Office.

11.

**Any Other Business**

There were no items under any other business to be discussed.



12.	<b><u>Dates of future meetings</u></b> <ul style="list-style-type: none"><li>• 18<sup>th</sup> January 2017</li><li>• 24<sup>th</sup> May 2017</li><li>• 19<sup>th</sup> July 2017</li><li>• 18<sup>th</sup> October 2017</li></ul>
	Close of Meeting.

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## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19 December 2016

### NOTES OF MEMBER TRAINING & DEVELOPMENT WORKING GROUP HELD ON 9 NOVEMBER 2016

(Appendix 1 refers)

Contact for further information:

Diane Brooks - Principal Member Services Officer – Tel (01772) 866720

#### Executive Summary

The proceedings of the Member Training & Development Working Group meeting held on 9 November 2016.

#### Recommendation

To note the proceedings of the Member Training & Development Working Group meeting as set out at Appendix 1 now presented.

#### Information

Attached at Appendix 1 are the proceedings of the Member Training & Development Working Group meeting held on 9 November 2016.

#### Business Risk

None

#### Environmental Impact

None

#### Equality & Diversity Implications

None

#### Financial Risk

None

#### HR Implications

None

#### Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact
N/A		Diane Brooks
Reason for inclusion in Part II, if appropriate: N/A		

LANCASHIRE COMBINED FIRE AUTHORITY

MEMBER TRAINING & DEVELOPMENT WORKING GROUP

(Appendix 1 refers)

Notes of meeting held in the Main Conference Room, LFRS Headquarters, Fulwood on Wednesday, 9 November 2016.

PRESENT:

Councillors

D Smith (Chairman)  
M Green (Vice-Chair)  
Z Khan  
R Shewan  
V Taylor  
T Williams

Officers

Bob Warren – Director of People and Development  
Jackie Harney – Member Services Assistant

1 APOLOGIES FOR ABSENCE

None received.

2 NOTES OF PREVIOUS MEETING

The notes of the previous meeting held 27 April 2016 were confirmed as a correct record and signed by the Chairman.

3 MATTERS ARISING

The private, confidential document pack issued to Members for the meeting included a 'restricted' watermark and 'not for publication' heading which was considered as good working practice for public meeting documents. However, Members requested that the watermark be removed if possible from future papers for this private Working Group.

4 MATTERS ARISING - REVIEW OF ELECTED MEMBER TRAINING AND DEVELOPMENT STRATEGY TO INCLUDE MEMBER CHAMPION ROLE

As agreed at the Member Training and Development Group Meeting in April 2016, Members reviewed the Member Champions' Role descriptions and considered the Member Training and Development Strategy which had been updated to include the expectations of the role of Member Champion.

Members noted that the Role Descriptions had been updated following comments and feedback from the current Member Champions. All four Champion role descriptions had been brought together to form a generic role description which had now been included as part of the Training and Development Strategy.

Members reviewed and approved the revised Strategy as attached as appendix 1 for

information.

## 5 MEMBER TRAINING & DEVELOPMENT - UPDATE REPORT

The Director of People & Development gave a brief background of the work and successes of the Member Training and Development Working Group.

### Personal Development Plans

Members noted that all 25 elected Members (100%) had completed their development plans or had had a 1-2-1 review meeting for the municipal year 2015/16.

### eLearning

Through the Member Information Bulletin Members were encouraged to view the North West Employers Organisation website which provided access to training opportunities.

In response to a question from the Vice-Chairman, CC Michael Green the Director of People and Development informed Members the e-Learning facility was available to all member Authorities and it was self-driven.

The Chairman, Councillor Smith advised Members to consider viewing the learning documents or to attend the training development courses as appropriate by following the various links within the Member Information Bulletin.

### Electronic Communications / Access to Documents

Members were informed that the new web-based system had now been implemented and tested and was being used by Democratic Services. The new system would replace the Authority's pages on the website which were due to go 'live' shortly. One of the benefits of the system was the ability to electronically transmit via email when an Authority or Committee agenda pack or minutes had been published to the website. This increased use of technology enabled efficiencies to be made by moving away from the production of superfluous paper copies where the preference would be to access agenda papers (via an app) on a mobile device. Use of the app would support users to automatically download, view and annotate meeting papers.

The Local Government (Electronic Communications) (England) Order 2015 came into force on 30 January 2015. The Order modified provisions in Schedule 12 to the Local Government Act 1972 to enable and facilitate the use of electronic communications in the sending of summonses to Members. Members would however, only receive a summons electronically where they had consented to it being transmitted by this method and consent could be withdrawn at any time.

Members would be able to access both part 1 and part 2 agenda papers through the app. Some Members already used this facility through their home authority or at a district level. Members were reassured that access to part 2 papers was secure as the device had to be added to the system by a member of Democratic Services and the user would need to log in using their unique username and password.

Members agreed that the benefits of the system should be exploited both through inclusion in the induction process for new Members and through ensuring Members were kept informed of progress once the system had 'gone live' which could include a presentation to an appropriate committee in due course.

Members would then be able to provide advice on how the system could best be used and improved to support all CFA Members.

#### Member Information Bulletin

A quarterly Information Bulletin was issued to keep Members informed of the latest items of interest, up and coming Fire Authority Committee meeting dates and Member Training and Development news and opportunities such as invitations to attend Prince's Trust and Fire Cadets Presentations. Feedback from Members continued to be very positive.

#### Co-ordination of Training

To reassure Members, Democratic Services made regular contact with home authorities to co-ordinate member training and development opportunities and avoid duplication; sharing Members personal development plans and records with home authorities as appropriate.

### 6 TRAINING NEEDS ANALYSIS 2015/2016

The Member Training and Development Working Group was responsible for analysing and agreeing the training needs of Members which linked to the objectives priorities and vision of the Authority.

Members were updated on the action that had been taken in response to training needs identified from the Training Needs Analysis undertaken in 2015 and the Personal Development sessions that had been held with Members throughout 2015/16.

Following consideration, Members agreed that they were very happy with the excellent induction training and support they received as a new Member and no additional training and development needs were required.

Councillors V Taylor and T Williams commented on their recent visits to Fleetwood Fire Station, particularly that the visits were very informative especially meeting the fire cadets. The Director of People and Development informed Members that the crews appreciated CFA Members visiting their stations as they were very proud of their work in their local communities.

The Chairman, Councillor D Smith encouraged all Members to continue to visit their local stations on a regular basis.

Members agreed that their training needs were being met and agreed the Training needs for 2016/17 as follows:

- To continue to promote Fire Safety;
- To attend service area inductions / meetings at stations and information sessions on key issues to support decision-making;
- To maintain good attendance at all Strategy Group meetings, encouraging all Members to attend;
- To continue to receive the Member Information Bulletin;
- To continue with the informal buddy system.

## 7 MONITORING, REVIEW & EVALUATION OF ACTIVITIES

This report provided an update on Member Training and Development activities since the last meeting of the Group. The report showed opportunities and outcomes of Member Training and Development activity.

### Attended Local Fire Stations

Members noted that 24 Members had visited their local fire station. The one outstanding Member had previously agreed to meet their local station however this had proved difficult to finalise due to busy diary commitments.

### Viewing of Special Appliances

Members were invited to the annual practical demonstration event of special appliances in July 2016. The event was aimed primarily for new Members and those who had not been able to attend in recent years.

### Safe Drive Stay Alive Event

In June 2016 the Service invited Members to attend the Safe Drive Stay Alive Event. The event gave the opportunity for Members to view presentations and performances from the different speakers who reached out to new and pre-drivers in an emotive and hard-hitting way. Member evaluation confirmed the event was very powerful and well worth attending.

The Chairman, D Smith asked that scheduled dates for future 'Safe Drive Stay Alive' events be published in the Member Information Bulletin.

## 8 FUTURE MEETING DATES

The next meeting of the group was scheduled for Wednesday 26 April 2017 in the Main Conference Room, Service Headquarters, Fulwood commencing at 10:00 hours.

B WARREN  
Director of People and Development

LFRS HQ  
Fulwood

## **Lancashire Combined Fire Authority Member Training & Development Strategy**



### **1. Background**

Lancashire Combined Fire Authority is committed to modernisation, high performance and high standards in learning and development. As such, each Member of the Fire Authority has agreed to fulfil the requirements of the job description set out as Annex 1 and Member Champion's agree to fulfil the expectations as set out in Annex 2.

The Government, Local Government Association and Improvement and Development Agency (IDeA) recognise the importance of the Community Leadership Role of Elected Members. The purpose of the Member Training and Development Strategy is to ensure that all Fire Authority Members can carry out their role effectively. To support this, a budget has been set aside specifically for Member Training and Development and associated resources.

Member Training and Development has an important part to play in the achievement of the strategic objectives set out in the Vision Statement for the Lancashire Combined Fire Authority.

### **Aims & Objectives**

The overall aim of the strategy is to ensure that all Members have access to adequate training and development opportunities to better enable them to cope with the demands of office. It has supported the achievement of the Charter for Member Development at exemplar level which confirmed the Fire Authority's commitment to learning and development for Members. The strategy sets out some of the main activities that will be undertaken to support Members' development.

The specific objectives of this strategy are to support Members to: -

- ◆ Develop confidence and skill in undertaking their role as a Member of the Combined Fire Authority;
- ◆ Broaden their knowledge about key aspects of the Authority's business;
- ◆ Prepare for forthcoming challenges and to manage change effectively;
- ◆ Function effectively as quickly as possible, particularly during the induction phase;
- ◆ Encourage Members to assist colleagues' personal development; acting as mentor.

### **2. Member Training & Development Programme**

A comprehensive Training & Development Programme has been drawn up to enable Members to identify training and development needs in relation to their role on the Combined Fire Authority. The Programme has been set out as a phased approach to assist Members to prioritise within a realistic timeframe. The four stages are: -

- ◆ Stage 1 – New Member Induction;
- ◆ Stage 2 – Essential Knowledge and Skills;
- ◆ Stage 3 – Development;
- ◆ Stage 4 – Continuing Development.

To support Members to make informed decisions the Programme includes a range of training and development opportunities which are detailed on the Member Training & Development – Personal Development Plan.

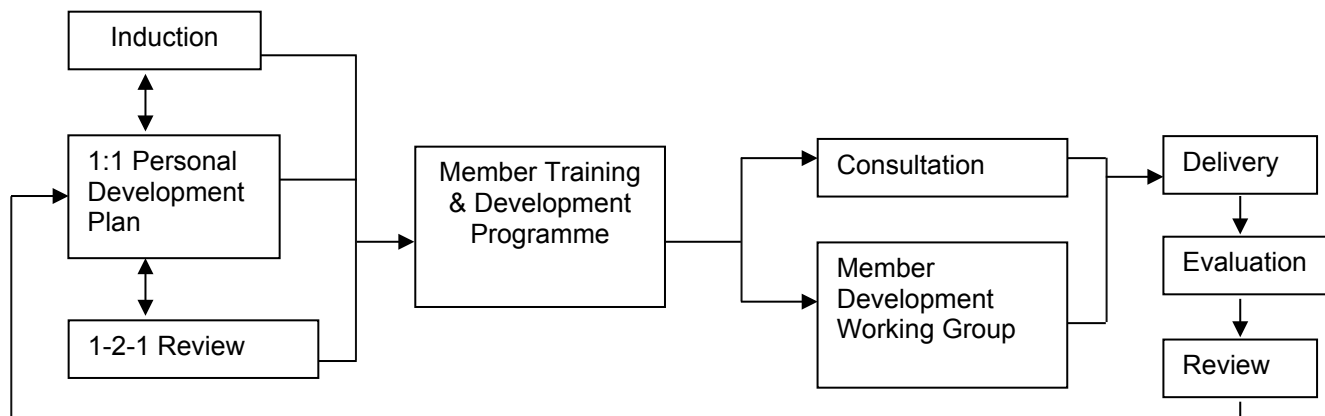


### 3. Implementation & Review

The Member Development Working Group is responsible for the development, monitoring, evaluation and amendment of the Strategy.

Implementation of the Strategy is the responsibility of the Director of People and Development.

### 4. Strategy



As this diagram shows, the starting point for the strategy is to support Members when they join the Fire Authority. The Training & Development Programme sets out the stages of development including the learning outcomes of each stage. Members are also issued with the current CFA Yearbook which sets out contact details and roles of all Authority Members, explanations of the terms of reference and constitution for all the Authority's meetings, calendar of meetings and Key Issues affecting the Authority together with Lancashire Fire and Rescue Service contacts and general information.

Individual 1-2-1 sessions will take place between Members and an officer from Democratic Services. At the initial 1-2-1 session the attached Personal Development Plan (annex 3) will be completed followed by a Review at a later stage. The Member Development Working Group will meet regularly to plan and co-ordinate Member development activities and address individual and group needs.

As far as practicable, all Member development activities will be subject to a qualitative evaluation once completed. Furthermore, year by year, all planned development activities will be reviewed and all Members will be consulted on their ongoing development needs. The Member Development Working Group will ensure that activities, when proposed, meet Members' needs and are scheduled and delivered appropriately and effectively.

The Member Training and Development Working Group will offer to collaborate with the Constituent Authority in the delivery of joint Member training activities and promote the sharing of best practice.

All Members will receive the published internal annual learning and development plan/programme of events, information about learning opportunities available through the North West Employers Organisation and others as a matter of course.

The Member Training and Development Strategy will be subject to an annual review to be presented to the Member Training and Development Working Group.

## **ROLE OF MEMBERS OF THE LANCASHIRE COMBINED FIRE AUTHORITY**

### **CHAIR OF THE FIRE AUTHORITY AND VICE CHAIR IN THE CHAIR'S ABSENCE ALSO CHAIRS /VICE CHAIRS OF COMMITTEES AND GROUP MEETINGS**

You are expected to:

1. Act as the Civic Head of the Authority (Chair of the Fire Authority)
2. Effectively chair meetings and manage the performance of Committees and Working Groups to achieve objectives.
3. Engage in local regional and national networks to support the work of the Authority, promoting partnership and collaboration

### **MEMBERS OF THE FIRE AUTHORITY**

You are expected to:

1. Lead and support the establishment and realisation of the Authority's purpose, objectives, priorities and values:

#### *Our Purpose*

- 'Making Lancashire Safer'

#### *Our Objectives*

- Fewer emergency incidents;
- Fewer deaths and injuries from fires and other emergencies;
- Less damage to property, the business economy and our environment from fires.

*Our Priorities* – The most important aspects of our work:

#### Reduce Risk to the Community

We will reduce risk in the community by delivering an integrated approach to developing and delivering:

- Prevention activities designed to reduce the risk of fire and other emergencies, particularly among those most vulnerable or at risk of harm;
- Protection activities designed to minimise the consequences to life and property should a fire occur;
- Response arrangements to make sure that we are resilient and effective in responding to emergencies.

We will continue to work with other organisations or agencies to address shared objectives and will tailor what we do to meet the needs of local communities.

### Deliver Affordable and Sustainable Services

We will deliver an affordable value for money service by:

- Ensuring resources are available and used in the best way possible;
- Working collaboratively where appropriate;
- Planning for future grant reductions;
- Striving to continually identify efficiency and cost savings;
- Effective management of staff attendance, performance and safety.

*Our Values* – What we expect of our employees and what the public can expect of us:

Lancashire Fire and Rescue Service strives to be the best fire service in the country, operating from a set of values that guide how we achieve this success:

- Serving our diverse communities and making them safe is our priority. We seek to provide people with the very best service that meets their needs, irrespective of ethnicity or background – treating everyone with dignity and respect;
- We encourage all staff to seek continuous improvement and innovation in what we do; promoting individual responsibility for performance and use of our resources; using good project management practice and listening to feedback to learn from our experiences;
- We take seriously the health, safety and welfare needs of staff; investing in training and development and are committed to quality of opportunity. In return we expect our staff to demonstrate leadership, enthusiasm and commitment.

2. Agree the strategy and resources required for making Lancashire safer.

- Develop and agree risk management strategy for future services relating to Community safety and cohesion.
- Determine resources required to implement agreed strategy.
- Develop policies to support the delivery of the strategy.

3. Lead and support the delivery of effective services consistent with National Framework and local needs.

- Lead service strategy through effective decision making whilst delivering value for money.
- Secure resources required to deliver risk managed strategic plans.
- Assess the effectiveness of service delivery:
- Agree performance indicators, objectives and evaluation measures for Authority and Service performance.
- Review effectiveness of performance against targets.

4. Demonstrate commitment to equality and diversity in line with core values of the Authority.

5. Represent individual communities within the Authority areas in relation to fire and rescue matters and perform an ambassadorial role representing the Fire Authority at appropriate external functions.
6. Engage in local and regional networks to support the work of the Authority, promoting partnership and collaboration.
7. Be committed to continuing self-development including attendance on *an induction programme for new members*.
8. All Members are expected to have or acquire competency in the above areas and attend relevant training courses.
9. Members are expected to attend all meetings of the Authority and the Strategy Group and other committees and working groups of which they are members unless they provide an appropriate reason for their absence.

I shall endeavour to meet the expectations of the Combined Fire Authority.

Signed by: .....

PRINT NAME .....

Date .....

## **GENERIC MEMBER CHAMPIONS – ROLE DESCRIPTION**

Champions are expected to:

- Promote and take an active interest in the designated subject area.
- Ensure issues of concern regarding the designated subject area are taken into account in the preparation of key plans, for the organisations champions have influence with.
- Ensure issues of concern on the designated subject area are taken into account during decision making processes, in the organisations champions have influence with.
- Advocate good practice within the Fire Authority on matters relating to the designated subject area.
- Engage with other Fire Authority Members to promote awareness of the designated subject area and to seek their views.
- Engage with relevant community groups on issues related to the designated subject area regarding the Fire Authority.
- Engage with relevant partners on issues related to the designated subject area regarding the Fire Authority.
- Work with relevant LFRS officers to promote better understanding of the designated subject area including regular briefings with the Lead Officer as appropriate.
- Provide challenge on matters relating to the designated subject area
- Following approval from the Chairman and in line with the Members' Allowance Scheme attend conferences, seminars events etc to represent the Fire Authority where this is appropriate to the designated subject area.
- Undertake awareness training, as necessary, in respect of the designated subject area.
- In conjunction with the designated officer lead, allocate member champion funding.
- Compile quarterly reports on the work of the member champion in the designated subject area and present to the full Combined Fire Authority.



**Member Training & Development - Personal Development Plan**

Name: \_\_\_\_\_

Date: \_\_\_\_\_

Ward: \_\_\_\_\_

LFRS Area: \_\_\_\_\_

Role currently held within the Authority:

**CFA Member, Member of the Strategy Group**

Date Joined Authority: \_\_\_\_\_

**This Personal Development Plan enables you to identify your training and development needs in relation to your role on the Combined Fire Authority and its Committees and Working Groups. In addition, the information that you provide will form the basis of a training needs analysis. An Annual Review will be conducted to look at progress with your Personal Development Plan and at that stage you will also have the opportunity to identify any further personal development needs.**

**Please indicate your main strengths:**

**What are your preferred learning styles?**  
(Structured courses, open learning, e-learning)

Welcome Meeting with the Chief Fire Officer

- ◆ Discussion likely to include an outline of key responsibilities and a discussion around the Service and current issues.

Welcome from Democratic Services

Key information for signature and return:

- ◆ Role Description
- ◆ Code of Conduct - Notification of any Financial and Other Interests
- ◆ Code of Conduct - Declaration to Observe the Code of Conduct
- ◆ Personal Details Form

Key information via Welcome Pack

- ◆ Covers, the role of the CFA, Committee references, Dates of future Committee meetings, details of venues, Member training and development opportunities, Members Allowances and claim forms, badges, CFA Members and Officer contact details.

Induction Session - 1 (Half Day)

- ◆ Covering the Long-Term Vision; Aims and Objectives of the Service, Performance, Equality and Diversity, Member Training and Development, Finance and topical issues.

Induction Session - 2 (Half Day)

- ◆ Practical Demonstration of firefighting equipment at Washington Hall, Training Centre

Personal Development Plan (½ - 1 hour)

- ◆ Have an initial 1-2-1 meeting with a Member Services Officer to identify and agree training and development needs and complete a Personal Development Plan (PDP).

Area Involvement - Attend nearest fire station to: - (1 - 2 hours)

Have a meeting with Area Personnel in your area. To discuss the area structure, highlight local variances and discuss protocols for visits to stations or areas. Take a tour of the station including a review of appliances and to meet the watch for a two-way discussion.

Do you wish to meet:

- ◆ Head of Service Delivery for \_\_\_\_\_ area = \_\_\_\_\_ ?

- ◆ Community Protection Manager = \_\_\_\_\_ ?

- Do you wish to meet with the Technical Fire Safety Team to gain further understanding of Legislative role in enforcing the Regulatory Reform Order; how the priorities link to corporate objectives and gain knowledge of ongoing enforcement/prosecution work in the area?

- Do you wish to meet with the Community Fire Safety Team to understand targeted group work, discuss campaigns, the campaign calendar, local initiatives and the work of the Princes Trust Teams?

**Member Training & Development - Personal Development Plan Continued**

Committees/Working Groups

◆ Do you wish to read previous minutes from relevant Committees and Working Groups?

◆ Would you like to meet with lead Officers to discuss current Committee issues?: -

➢ Full Authority	<input type="checkbox"/>	➢ Performance Committee	<input type="checkbox"/>
➢ Audit Committee	<input type="checkbox"/>	➢ Planning Committee	<input type="checkbox"/>
➢ Training & Development Group	<input type="checkbox"/>	➢ Resources Committee	<input type="checkbox"/>

◆ Do you wish to meet with relevant officers to understand key issues in relation to: -

➢ Communications	<input type="checkbox"/>	➢ Performance	<input type="checkbox"/>
➢ Equality & Diversity	<input type="checkbox"/>	➢ Policy	<input type="checkbox"/>
➢ Finance	<input type="checkbox"/>	➢ Planning	<input type="checkbox"/>

◆ You will receive a CFA Yearbook - this is a general information pack that that supports Member Development and includes contact details and roles of Authority Members and Senior Officers, explanations of the terms of reference and constitution for all the Authority's meetings, Key Issues and Service specific and other general information.

Other Opportunites - (you will be invited via emails, Member Information Bulletin etc)

◆ Attend Passing Out Parades	<input type="checkbox"/>	◆ Attend Practical Demonstrations/Practice Sessions	<input type="checkbox"/>
◆ Attend Princes Trust Presentation Evenings	<input type="checkbox"/>	◆ Attend relevant Conferences	<input type="checkbox"/>

◆ Workbooks are available from Democratic Services:

➢ Chairing Skills	<input type="checkbox"/>	➢ Influencing Skills	<input type="checkbox"/>
➢ Climate Change	<input type="checkbox"/>	➢ Introduction to Business Planning and Strategic Management	<input type="checkbox"/>
➢ Community Leadership	<input type="checkbox"/>	➢ Joining the Chain Gang	<input type="checkbox"/>
➢ Community Safety	<input type="checkbox"/>	➢ Media and Communications	<input type="checkbox"/>
➢ Councillors Guide	<input type="checkbox"/>	➢ Neighbourhood and Community Engagement	<input type="checkbox"/>
➢ Creating a Fit for the Future Organisation	<input type="checkbox"/>	➢ Neighbourhood Planning - A Guide for Ward Councillors	<input type="checkbox"/>
➢ Effective Member and Officer Relations	<input type="checkbox"/>	➢ Performance Management	<input type="checkbox"/>
➢ Engaging Young People	<input type="checkbox"/>	➢ Scrutiny of Finance	<input type="checkbox"/>
➢ Equalities and Councillors	<input type="checkbox"/>	➢ Social Media	<input type="checkbox"/>
➢ Facebook Guide	<input type="checkbox"/>	➢ Stress management and Personal Resilience	<input type="checkbox"/>
➢ Facilitation and Conflict Resolution	<input type="checkbox"/>	➢ Supporting Constituents w ith Complex Issues	<input type="checkbox"/>
➢ Handling Casework	<input type="checkbox"/>	➢ The Effective Ward Councillor	<input type="checkbox"/>
➢ Health and Safety in the Council	<input type="checkbox"/>	➢ Tw itter Guide	<input type="checkbox"/>
➢ Help for Helping your Residents - Working w ith CAB	<input type="checkbox"/>	➢ Working with Tow n and Parish Councils	<input type="checkbox"/>
➢ How Planning Works - An Introductory Guide	<input type="checkbox"/>		

◆ Use of E-learning - Member Development Gateway for information, advice and signposting of development opportunities: -

➢ Accredited Member Programmes	<input type="checkbox"/>	➢ Workbooks on various subjects	<input type="checkbox"/>
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◆ Attend North West Employers (NWE0) Learning and Development Events - Various

◆ Attend Member Development Network (NWE0)

◆ Links with Home Authorities for General, Committee Related and IT Skills Training: -

➢ Time Management	<input type="checkbox"/>	➢ Representing the Community	<input type="checkbox"/>
➢ Communication and Media	<input type="checkbox"/>	➢ Increasing Participation	<input type="checkbox"/>
➢ Presentation Skills	<input type="checkbox"/>	➢ Democratic Decision-Making	<input type="checkbox"/>
➢ Assertiveness	<input type="checkbox"/>	➢ Chairing Meetings	<input type="checkbox"/>
➢ Equality & Diversity	<input type="checkbox"/>	➢ Basic Keyboard Skills	<input type="checkbox"/>
➢ Effective Reading	<input type="checkbox"/>	➢ Use of email and Intra and Internet	<input type="checkbox"/>
➢ Local Government Finance	<input type="checkbox"/>	➢ Use of Microsoft Office Packages	<input type="checkbox"/>

◆ Personal Evaluation/Reflection

6 x Core Skills for Councillors (I&DeA - Improvement and Development Agency)  
 Practical Skills Framework - A Councillor's Toolkit: -

➢ Local Leadership	<input type="checkbox"/>	➢ Scrutiny and Challenge	<input type="checkbox"/>
➢ Political Understanding	<input type="checkbox"/>	➢ Communication Skills	<input type="checkbox"/>
➢ Partnership Working	<input type="checkbox"/>	➢ Regulating and Monitoring	<input type="checkbox"/>

**Personal Training and Development Needs - Plan**

In addition to any training needs already identified:

If you have any other personal training or development needs which have not yet been identified in this plan, please indicate the main priority areas below: -

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## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19 December 2016

### PROCEEDINGS OF PLANNING COMMITTEE HELD 21 NOVEMBER 2016

(Appendix 1 refers)

Contact for further information:

Diane Brooks - Principal Member Services Officer – Tel (01772) 866720

#### Executive Summary

The proceedings of the Planning Committee meeting held on 21 November 2016.

#### Recommendation

To note and endorse the proceedings of the Planning Committee meeting as set out at Appendix 1 now presented.

#### Information

Attached at Appendix 1 are the proceedings of the Planning Committee meeting held on 21 November 2016.

#### Business Risk

Nil

#### Environmental Impact

Nil

#### Equality & Diversity Implications

Nil

#### Financial Risk

Nil

#### HR Implications

Nil

#### Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact
N/A		Diane Brooks
Reason for inclusion in Part II, if appropriate: N/A		

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## LANCASHIRE COMBINED FIRE AUTHORITY

### PLANNING COMMITTEE

Monday, 21 November 2016, at 10.00 am in the Main Conference Room, Service Headquarters, Fulwood.

### MINUTES

#### PRESENT:

##### Councillors

M Parkinson (Chairman)  
K Brown  
M Green  
F Jackson (Vice-Chair)  
M Khan  
A Matthews  
D O'Toole  
J Shedwick  
R Shewan

##### Officers

J Johnston, Deputy Chief Fire Officer (LFRS)  
D Russel, Assistant Chief Fire Officer (LFRS)  
B Norman, Head of Service Delivery, Pennine, Eastern and Southern (LFRS)  
J Charters, Group Manager, Corporate Programme & Intelligence (LFRS)  
T Cookson, Station Manager (LFRS)  
D Brooks, Principal Member Services Officer (LFRS)  
J Harney, Member Services Assistant (LFRS)

#### 8/16 APOLOGIES FOR ABSENCE

Apologies for absence were received from County Councillor Alyson Barnes.

#### 9/16 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

#### 10/16 MINUTES OF THE LAST MEETING HELD ON 18 JULY 2016

RESOLVED:- That the Minutes of the last meeting held on the 18 July 2016 be confirmed and signed by the Chairman.

The Deputy Chief Fire Officer explained that since the concept of the Integrated Risk Management Plan (IRMP) in 2004 there had been other requirements that had been placed on Lancashire Fire and Rescue Service (LFRS) which had resulted in the move to an annual planning cycle. The IRMP was now a more strategic planning document which connected other necessary documents that required updating more frequently. He advised that there was nothing in the draft IRMP 2017-2022 now presented which significantly changed the risk profile and therefore it was proposed to go out for a 6-week consultation, in line with the Authority's Consultation Strategy. The IRMP would be offered in an electronic format with links to key documents for more detail.

The Deputy Chief Fire Officer then introduced Group Manager, Jon Charters to present the IRMP document.

The draft IRMP 2017 - 2022 was considered by Members. The IRMP provided details of what LFRS intended to do over the forthcoming five year period to identify and assess the full range of fire and rescue related risks within Lancashire. The IRMP processes provided the opportunity to demonstrate how we intend to fulfil our responsibilities in a clear, cohesive way, to both our communities and other interested parties. In writing an IRMP each Fire Authority must pay due regard to the National Framework guidance issued by central government.

Maintaining a clear and current understanding of the risks that affect Lancashire's communities underpins everything we do – driving both our governance and planning arrangements.

In preparing the IRMP for this period the widespread staff consultation approach on content which had been undertaken previously, had not been adopted as this IRMP was not linked to an Emergency Cover Review and there were no specific items for consultation. The approach to this IRMP had been through the engagement of a working group who had shared their views, ideas and suggestions and thereby helped to inform and shape this key document.

The IRMP 2017-2022:

- Highlighted Lancashire's risks;
- Explained how LFRS would manage and reduce fire and rescue related risk in Lancashire;
- Set out our priorities and values;
- Set out our ambitions against each priority and stated how we aim to deliver these;
- Illustrated how we will measure and assure performance.

Members noted key changes which had been made to the new plan:

- The document covered a 5-year period; this extended period took account of the fact that the IRMP was an overarching and enabling document that was underpinned by various other strategic Service publications; examples being the

Strategic Assessment of Risk (SAOR), Annual Service Plan and Annual Progress Report. These would be hyperlinked from the IRMP with amended and updated versions made available each year thus aiming to evolve the IRMP into a real-time, working document.

- Strategic risks previously included were now referenced within the SAOR. This new publication provided a thorough assessment of fire and rescue related risk and would be refreshed annually, thus providing an improved picture of risk for the IRMP.
- Given the simultaneous expiry of the Community Safety Strategy (2014-17), the opportunity had been taken to encapsulate this strategic direction for the Service into the IRMP document (within section 5). This placed the inter-locking components of Start Safe, Live Safe, Age Safe and Road Safe at the core of our approach to reducing risk and improving public safety.
- The articulation of our values through STRIVE was enhanced with definitions of our values, provided to support our staff in developing a working environment in which everyone could feel engaged, valued and respected.
- The IRMP did not incorporate the Emergency Cover Review. This would be conducted and consulted upon separately during 2017/18.

In response to a question raised by CC O'Toole regarding whether the IRMP could include additional work around the inspection of premises, the Deputy Chief Fire Officer advised that the Regulatory Reform (Fire Safety) Order 2005 significantly changed the role of the Fire Service with certificates no longer being issued by the Service and each individual company responsible for their own fire safety. He confirmed that the recent prevention and protection review had established Business Safety Advisors who would be proactively providing fire safety education to local businesses and schools.

In response to a question raised by CC Parkinson regarding any involvement with the development of a Lancashire Combined Authority, the Deputy Chief Fire Officer confirmed that the Chief Fire Officer was engaged with this development and therefore best placed to react accordingly.

Members welcomed the opportunity proposed by the Deputy Chief Fire Officer to attend an informal training event which would include firefighter safety and innovations.

RESOLVED:- That the Planning Committee: -

1. Approve the draft Integrated Risk Management Plan 2017-2022 and consent to proceed to public consultation on 28 November 2016 for a period of 6 weeks;
2. Agree that following consultation, outcomes are to be presented to the Planning Committee meeting on 30 January 2017 for scrutiny;
3. Agree that a final version of the IRMP be presented to the Combined Fire Authority meeting on 20 February 2017 for final approval and publication thereafter.

The Authority's business continuity policy required that the business continuity plan was periodically tested, in a simulated environment, to ensure that staff understood how it was to be executed, and that it could be successfully implemented in emergency situations.

The Planning Committee was required to monitor the effectiveness of the Service's business continuity arrangements on an annual basis, and to ensure the plan was regularly reviewed and updated, to take account of changing circumstances. Typically, this was achieved as result of the business continuity plan being subject to an annual test / update; either through a planned 'simulated' event, or through an unplanned 'real life' event with outcomes reported to the Authority as appropriate.

The Deputy Chief Fire Officer introduced Station Manager, Tom Cookson who presented Members with details of the plans, policies and strategies adopted by the Service including how these had been tested this year.

SM Cookson advised that the Civil Contingencies Act 2004 placed a duty on all Category 1 responders to:

- Maintain plans for the purpose of ensuring that if an emergency occurs or is likely to occur, the person or body is able to continue to perform his or its functions; and
- Consider whether a risk assessment makes it necessary or expedient for the person or body to add to or modify emergency plans.

He reassured Members that the Business Continuity Policy was reviewed and tested each year and audited every 2 years. The policy was aligned to good practice guidelines set out by the Business Continuity Institute (who are an independent body of knowledge for good Business Continuity practice worldwide). The Business Impact Assessment was a process to identify the critical activities within the Service which quantified the effects of disruption. Analysis had been carried out within each department and significant findings had included a reliance on ICT, the Service Headquarters Building and on North West Fire Control.

The Business Continuity Test scenario this year involved an exercise involving wide-area flooding that included the flooding of 3 stations and Service Headquarters (which resulted in the failure at Service Headquarters of the server room), and which occurred during a period of increased demand. The scenario was tested without notice and focussed on testing Station, Departmental, Tactical and ICT business continuity plans.

The exercise increased the understanding of business continuity and improved resilience.

In response to a comment from CC O'Toole regarding the wording of the colour-coded green, amber and red categories detailed under 5.1.1 of the Service's Strategic Business Continuity Plan, particularly he questioned why both the amber and red categories referred to a 'severe' warning, SM Cookson confirmed that these had been aligned to those used by resilience partners (Category 1 and 2 emergency

responders) who share information across organisational and geographic boundaries.

In response to a question by CC J Shedwick the Assistant Chief Fire Officer advised that a future business continuity plan exercise could be used to examine any overlap with Lancashire County Council's Emergency Planning while testing the Service's performance.

RESOLVED: - That the Planning Committee note the report and endorse the effectiveness of the Service's business continuity arrangements and the satisfactory outcome of the latest Business Continuity Plan exercise.

13/16 DATE OF NEXT MEETING

The next scheduled meeting of the Committee was agreed for Monday 30 January 2017 in the Main Conference Room, Service Headquarters, Fulwood, commencing at 1000 hours.

Further meeting dates were agreed for 20 March 2017, 17 July 2017 and 27 November 2017.

M NOLAN  
Clerk to CFA

LFRS HQ  
Fulwood

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## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19 December 2016

### PROCEEDINGS OF RESOURCES COMMITTEE HELD 30 NOVEMBER 2016

(Appendix 1 refers)

Contact for further information:

Diane Brooks - Principal Member Services Officer – Tel (01772) 866720

#### Executive Summary

The proceedings of the Resources Committee meeting held on 30 November 2016.

#### Recommendation

To note and endorse the proceedings of the Resources Committee meeting as set out at Appendix 1 now presented.

#### Information

Attached at Appendix 1 are the proceedings of the Resources Committee meeting held on 30 November 2016.

#### Business Risk

Nil

#### Environmental Impact

Nil

#### Equality & Diversity Implications

Nil

#### Financial Risk

Nil

#### HR Implications

Nil

#### Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact
N/A		Diane Brooks
Reason for inclusion in Part II, if appropriate: N/A		

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## LANCASHIRE COMBINED FIRE AUTHORITY

### RESOURCES COMMITTEE

Wednesday, 30 November 2016, at 10.00 am in the Main Conference Room, Service Headquarters, Fulwood.

#### MINUTES

#### PRESENT:

##### Councillors

F De Molfetta (Chairman)  
T Aldridge (Vice-Chair)  
A Barnes  
M Green  
A Matthews  
D O'Toole  
F Jackson  
R Shewan  
D Stansfield  
V Taylor

##### Officers

C Kenny, Chief Fire Officer (LFRS)  
J Johnston, Deputy Chief Fire Officer (LFRS)  
K Mattinson, Director of Corporate Services (LFRS)  
B Warren, Director of People and Development (LFRS)  
J Bowden, Head of Finance (LFRS)  
D Brooks, Principal Member Services Officer (LFRS)  
J Harney, Member Services Assistant (LFRS)

#### 29/16 APOLOGIES FOR ABSENCE

Apologies were received from Councillor T Williams.

#### 30/16 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

#### 31/16 MINUTES OF THE LAST MEETING HELD ON 28 SEPTEMBER 2016

RESOLVED: That the Minutes of the meeting held on 28 September 2016 be confirmed as a correct record and signed by the Chairman.

#### 32/16 TREASURY MANAGEMENT MID-YEAR REPORT 2016/17

The report set out the Authority's borrowing and lending activities during 2016/17, which were in line with decisions taken during the year to date, based on anticipated spending and interest rates prevailing at the time.

In accordance with the updated CIPFA Treasury Management Code of Practice (2011) and to strengthen Members' oversight of the Authority's treasury management activities, the Resources Committee received regular updates on treasury management issues including a mid-year report and a final outturn report. Reports on treasury activity were discussed on a quarterly basis with Lancashire County Council Treasury Management Team and the Authority's Director of Corporate Services and the content of these reports was used as a basis for this report to the Committee.

### Economic Overview

The economic position and future outlook had been significantly influenced by the vote to leave the EU in the referendum on 23rd June 2016. This led to many economic commentators reducing their forecasts of economic growth. The risk of reduced growth was judged by the Bank of England to be severe, prompting the Monetary Policy Committee to initiate substantial monetary policy easing at its August meeting to mitigate the worst of the downside risks. This included a cut in Bank Rate to 0.25%, further gilt and corporate bond purchases (QE) and cheap funding for banks to maintain the supply of credit to the economy. Although the impact of the vote to leave the EU was highly speculative it was likely that the uncertainty on future trade relations would impact on growth and future reduction in rates were possible.

During the first part of the financial year the economy had grown. The first estimate of Q3 GDP released by the ONS showed the UK economy growing by 0.5% over the quarter and 2.3% year-on-year. Both of these figures were slightly above market expectations. The Q2 growth rates were growth of 0.7% over the quarter and 2.1% year on year.

The period had seen some change in inflation. Following BREXIT there had been a fall in the value of sterling which along with the near doubling in the price of oil in 2016 had combined to drive inflation expectations higher. Twelve-month CPI inflation had increased by 0.4% to 1.0% in September. The Bank of England was forecasting that Consumer Price Inflation would breach its 2% target in 2017, the first time since late 2013. However, the rise in inflation was highly unlikely to prompt monetary tightening by the Bank of England, with policymakers looking through import-led CPI spikes, concentrating instead on the negative effects of Brexit on economic activity and, ultimately, inflation.

The impact of the new government may also impact on economic conditions. After six years of fiscal consolidation it was seen as likely that the Autumn Statement would include fiscal initiatives to support economic activity. This was most likely to be in the form of infrastructure investment although tax cuts or something similar could not be ruled out.

### Interest Rate Environment

Short term interest rates continued at the very low levels with the Bank of England reducing the base rate to 0.25% in August which was the first movement in base rate since March 2009.

### Outlook for Interest Rates

Treasury Consultants Arlingclose Ltd forecast that over the medium term, economic and political uncertainty would likely dampen investment intentions and tighten credit availability, prompting lower activity levels and potentially a rise in unemployment. In the short term they felt the most likely scenario was for the base rate to remain constant but if there was to be a move it was likely to be a further reduction.

### Borrowing

There had been no new borrowing undertaken in the first six months of the year. This was in line with the continuation of the policy of using cash balances to fund capital expenditure which had resulted in no new borrowing being undertaken since 2007.

All the Fire Authority's existing borrowing was from the Public Works Loan Board. The long term debt outstanding at the beginning of the year was £5.764m which had remained unchanged in the first half of the year. The next scheduled repayment of £0.250m was in December 2016 reducing the debt to £5.514m by year end.

The Authority was required to make a minimum revenue provision for the repayment of debt. This cash could be used to repay the debt early but the PWLB would charge an expensive premium for early repayment loss of interest and this had not been considered to be a cost effective option in this year. With the low level of interest rates, at present the repayment of this debt was prohibitively expensive. However in a few years' time, as the total debt fell due to scheduled repayments and as interest rates rose, premium payments for debt redemption may become more manageable. The actual timing of the repayment would depend upon the cost of the premiums but the current plan was to be in a position to clear the debt by 2018/19.

### Investments

Both the CIPFA Code and the CLG Guidance required the Authority to invest its funds prudently, and to have regard to the security and liquidity of its investments before seeking the highest rate of return, or yield. The Authority's objective when investing money was to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving low investment returns and having the value of reserves eroded by inflation.

The Authority principally invested in a call account provided by Lancashire County Council which paid the base rate. Each working day the balance on the Authority's Current Account was invested in this to ensure that the interest received on surplus balances was maximised. During the period all new investments were placed with the County Council via this arrangement. At 30th September there was a balance of £36.965m with the average balance invested in LCC for the period was £31.099m.

In addition the Authority still had two long term investments that had been placed with UK local authorities as outlined below:

Start Date	End Date	Principal	Rate	Annual Interest	Interest 2016/17
30/6/14	28/6/19	£5,000,000	2.4%	£120,000	£120,000
31/7/14	31/7/17	£5,000,000	1.6%	£80,000	£80,000

Therefore the total investment held at 30 September was £46.965m.

The overall the rate of interest earned during this period was 0.80% which compared favourably with the benchmark 7 day index which averaged 0.43% over the same period.

Attached as appendix 1 was a forecast flow for the year. This showed that further sums could be placed on fixed term investments. However, to obtain a better interest rate return than the call account would involve fixing investment for at least 3 months. This position was kept under constant review and suitable opportunities would be taken.

All investments were made in accordance with the current Treasury Management Strategy and the CIPFA treasury management code of practice.

### Prudential Indicators

In order to control and monitor the Authority's treasury management functions, a number of prudential indicators were determined against which performance may be measured. The indicators for 2016/17 were shown in the table below alongside the current actual.

	<b>2016/17 PIs</b>	<b>Actual to 30.9.16</b>
<b>Adoption of the CIPFA Code of Practice for Treasury Management</b>	Adopted	Adopted
<b>Authorised limit for external debt</b>	£m	£m
A prudent estimate of total external debt, which does not reflect the worst case scenario, but allows sufficient headroom for unusual cash movements		
Borrowing	7.800	5.764
Other long-term liabilities	14.900	14.886
Total	22.700	20.650
<b>Operational boundary for external debt</b>		
A prudent estimate of debt, but no provision for unusual cash movements. It represents the estimated maximum external debt arising as a consequence of the Authority's current plans		
Borrowing	6.800	5.764
Other long-term liabilities	14.900	14.886
Total	21.700	20.650
<b>Upper limit for fixed interest rate exposure</b>		
Borrowing	100%	100%
Investments	100%	21.3%
<b>Upper limit for variable rate exposure</b>		
Borrowing	25%	Nil
Investments	100%	78.7%
<b>Upper limit for total principal sums invested for over 364 days (per maturity date)</b>	25.000	10.000
<b>Maturity structure of debt</b>	<b>Upper/ Lower Limits</b>	<b>Actual</b>

Under 12 months	30% / nil	4.34%
12 months and within 24 months	30% / nil	5.73%
24 months and within 5 years	50% / nil	16.20%
5 years and within 10 years	80% / nil	33.31%
10 years and above	90% / nil	40.42%

RESOLVED: - That the Committee note and endorse the report.

33/16 FINANCIAL MONITORING 2016/17

The report set out the current budget position in respect of the 2016/17 revenue and capital budgets and performance against savings targets.

Revenue Budget

The overall position as at the end of October showed an under spend of £1.4m. The current underspend was the result of the Authority continuing to monitor variances for emerging savings opportunities which would be reflected in the forthcoming budget setting process.

The Committee was provided with detailed information regarding the position within individual departments, with major variances being summarised below: -

Area	Over/(Under) spend at 31 Oct	Forecast Outturn	Reason
	£'000	£'000	
Training & Operational Review	(55)	(253)	The underspend to date related to savings in respect of bringing the training centre catering provision back in house, which had been reflected in the 2017/18 budget, following the first full year's results. In addition, work was on-going to refine the various work streams relating to the additional £0.3m investment in organisational development however these had not yet concluded, therefore this would be underspent at year end.
Property	(198)	(169)	The underspend related to spend against planned repairs and maintenance as property department capacity was almost fully occupied with the working on the current capital projects. It was expected that this would result in a similar level of underspend by year end. In addition it reflected previous year's investment in property assets. A full stock condition survey was currently underway, which would indicate where and how much future investment might be required.

			The repairs and maintenance budget for 2017/18 had been reduced by £100k in anticipation of the expected results.
Service Delivery	(227)	(366)	The underspend reflected the continued reductions in spending across many budget headings, for which next year's budget had been reduced, the single most significant element of which was the ongoing underspend on smoke detectors and fire safety consumables as the new Home Fire Safety Check process continued to be embedded within the service. Utilities were also forecast to be underspent, reflecting past and ongoing energy efficiency measures. Next year's budget would be adjusted to reflect the out-turn position.
Pay - wholetime	(425)	(786)	The majority of the underspend related to difference between budgeted staffing numbers and actual staffing number. Personnel have continued to leave the service without accruing full pension benefits, with a further 14 personnel doing this since the budget was set, and we anticipated a further 4 more between now and the year end. (This was not allowed for in the original budget proposal as it was not clear whether this was related to changes to the pension schemes or not, however it was now apparent that this trend would continue and hence next year's budget would be amended to reflect this.) Whilst recruitment had taken place in year this was lower than originally allowed for in the budget and was also later in the year, resulting in an underspend. This situation was further compounded by the fact that the new recruits had all come from the retained duty system personnel meaning that the recruit's course was considerably shorter, 4 weeks instead of 13, resulting in a further underspend. The final element of underspend related to a combination of the timing of costs of ad hoc payments such as overtime and public holidays, and the



			<p>mix of personnel in each of the pension schemes. All of these had been reviewed and updated as part of next year's budget setting exercise.</p>
Pay - RDS	(284)	(777)	<p>The underspend related to the shortfall in respect of hours of cover provided, which were higher than allowed for in the budget, reflecting the on-going issues in terms of recruitment and retention. This was compounded by a greater number of RDS personnel still being in development than forecast, again reflecting turnover rates.</p> <p>The current wholetime recruitment could potentially create further reductions in hours of cover as 27 RDS staff had now begun their wholetime recruits course dependent on their subsequent ability to carry out dual roles. However we had further RDS recruitment exercises planned to alleviate the issue. This would be reflected in future forecast updates.</p> <p>The Retained budget also included an additional £600k in relation to the Strengthening and Improving RDS project. However in order to achieve the maximum benefits from the investment we had undertaken a lengthy process to develop options, in conjunction with RDS personnel, which had delayed the implementation of any change and hence had led to an underspend on this.</p> <p>It was worth noting that the RDS Pay review had one of its key objectives to design a scheme which resulted in improved recruitment, retention and availability. This was nearing completion, currently being out to consultation, with any proposed changes due to be implemented at the start of the new financial year, subject to the outcome of the consultation process and Authority approval of a final scheme. It was proposed that an earmarked reserve be created as part of the year end process to meet any protection costs associated with the final scheme, full details of which would be identified once a scheme was agreed.</p>

Pay Support Staff	–	(210)	(370)	The underspend related to turnover of various specialist and administrative roles during the year, when we had assumed that as all previous staffing reviews had been implemented prior to the start of the year there would be minimal changes. This had been reflected in next year's budget by increasing assumed vacancies to 2.5%. In addition, specialist roles relating to the creation of additional capacity within ICT had proven difficult to recruit to.
Non-DFM		15	599	The year-end position reflected the additional transfer to reserves relating to the redevelopment of Lancaster Fire Station and Fleet workshop, as referred to below.

#### Capital Budget

The Capital Programme for 2016/17 stood at £8.223m, however additional budget had been added to reflect potential additional costs related to Lancaster redevelopment and relocation of Fleet garage, as set out below. Allowing for this the revised capital budget stood at £8.823m. A review of the programme had been undertaken to identify progress against the schemes as set out below: -

	Committed spend to Oct 16 £m	Forecast Slippage Into 17/18 £m	
Pumping Appliances	0.964	-	Committed spend to date related to the purchase of 5 pumping appliances for the 2016/17 programme, which had been ordered and were currently in build, we anticipate these would be delivered by March 2017.  We were forecasting a £14k overspend on this as final contract prices were marginally higher than anticipated. This had been built into future capital budgets.
Other vehicles	0.132	(0.416)	Committed spend to date related to various support vehicles which had either been delivered or had been ordered. The slippage related to:- <ul style="list-style-type: none"> <li>the remaining planned support vehicles replacements, which were ordered and would be delivered in the new financial</li> </ul>

			<p>year, or were being reviewed prior to replacement.</p> <ul style="list-style-type: none"> <li>the replacement of 2 driver training vehicles (DTVs) for which specification options were currently being considered with a likely procurement date in the new financial year.</li> </ul>
Operational Equipment / Future Firefighting	0.340	(0.390)	<p>This £1m budget was set aside to meet the costs of innovations in firefighting equipment, and the spend to date and year end position reflected the purchase of various items, including:</p> <ul style="list-style-type: none"> <li>an Unmanned Aerial Vehicle (UAV) or drone, which was now operational.</li> <li>the committed costs of trialling a new vehicle type to use as a water tower due for delivery in December.</li> <li>the purchase of flood suits for all operational staff along with various items of flood rescue equipment.</li> <li>the purchase of stabilisation struts for operational use during rescues involving crashed vehicles, or collapsed/damaged property.</li> <li>We were currently regionally reviewing the potential use of body worn cameras for operational use for learning from incidents, and for staff protection in certain locations.</li> </ul> <p>In addition, we were exploring the use of technical rescue jackets for non-fire related incidents regionally, however this was unlikely to result in spend during the current financial year so would slip forwards to 2017/18.</p>
Building Modifications	1.636	(2.317)	<p>The majority of committed spend to date related to the purchase of the property adjacent to Lancaster fire station in order to facilitate the redevelopment of the site. In addition we had made the first stage payments for both the refurbishment of Carnforth fire station and the build of the Multi-Compartment Fire Fighting prop at Training Centre. The forecast slippage related to:-</p> <ul style="list-style-type: none"> <li>the remainder of the budget for</li> </ul>

			<p>the provision of a replacement for Lancaster Fire Station, incorporating a joint Fire &amp; Ambulance facility, following the purchase of the adjacent site, for which the contract was expected to be formally awarded by mid-December. The lowest tender in relation to this was subject to clarification. Discussions had also been on-going with the Council in respect of the strip of land that we currently leased for car parking spaces and whilst it was not essential to the development the purchase of this would enhance the overall scheme. The potential increase in costs was reflected in the revenue contribution to capital outlay highlighted earlier.</p> <ul style="list-style-type: none"> <li>• completion of the remaining items of capital works at the Training Centre site.</li> <li>• the relocation of the Fleet workshop to Training Centre, with a final design and costings being developed in relation to this. In order to provide greater future proofing the scope of the design had increased, with the latest cost estimate being £0.4m. The increase in costs was reflected in the revenue contribution to capital outlay highlighted earlier.</li> </ul>
IT systems	0.060	(0.630)	<p>Committed spend to date related to the final stages of the phased implementation of the replacement asset management system which began during the last financial year, and the upgrade of the Community Risk Management Information System (CFRMIS).</p> <p>The slippage related to:-</p> <ul style="list-style-type: none"> <li>• Initial costs of the national Emergency Services Mobile Communications Project (ESMCP) to replace the Airwave wide area radio system – with further budgetary provision included in the 2017/18 draft capital programme</li> <li>• the replacement of the wide area</li> </ul>

			<p>network (WAN) to allow a solution to be in place when current service contracts were due to end during 2017/18</p> <ul style="list-style-type: none"> <li>• The replacement of various systems, in line with the ICT asset management plan, however these were reviewed prior to starting the replacement process.</li> </ul>
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Members were also provided details that set out the capital programme and the expenditure position against this, as reflected above. The costs to date would be met largely by revenue contributions, with capital grant funding the costs to date of Lancaster Redevelopment.

#### Delivery against savings targets

The current position on savings targets identified during the budget setting process, was reported. The performance to date was ahead of target due to a combination of the underspend on salaries for the year to date, plus savings in respect of procurement activities during the same period. It was anticipated that we would meet our efficiency target for the financial year.

RESOLVED: - That the Committee note the financial position and approve the change to the capital programme.

#### 34/16 RECRUITMENT UPDATE

Members were aware from previous papers that following an extended period of no wholetime recruitment, in light of the financial challenges and reductions in establishment, the Service had now embarked on a wholetime recruitment campaign for 2016/17 with a target of up to 30 individuals. It was the intention to continue recruitment in future years to address future requirements; matching the leaver profile and organisational changes. This report outlined the outcomes and lessons to be taken forward into future campaigns.

The Authority had endorsed considering expressions of interest from RDS staff first before full external recruitment providing that the individuals met the required Point of Entry Selection Test (POEST) standard as a one off.

In view of the significant changes in the demands and role of a firefighter since the previous recruitment, the whole process needed to be refreshed. The processes and criteria that have emerged meant that the ability of our existing RDS workforce to meet the criteria needed to be relaxed to recognise their current position, experience and commitment.

The process that was implemented resulted in 27 of the RDS individuals meeting the criteria and being offered positions in the wholetime duty system. A further 5, whilst meeting the POESTs, gave a degree of concern in respect of their ability to meet the immediate onerous demands of the initial training, so they have been advised in respect of addressing their stamina and strength issues and would be included in the next cohort of new entrants. The other RDS candidates, that for various reasons have not met the wholetime standard, have been offered feedback and advice on

where they need to improve their performance. This outcome was a significant improvement on a similar exercise undertaken in 2008.

Having a single standard was understood within the Service and provided reassurance to whole-time staff and the representative bodies that standards were not being compromised. The approach taken for RDS staff was they would be assessed against the required criteria. However in terms of the additional criteria identified, possible relaxation was allowed where they could demonstrate an ability to undertake that element in their existing role. The single standard and person specification would now be used for future campaigns.

In response to a question raised by CC Terry Aldridge, the Director of People and Development confirmed that the training programme for new wholetime recruits was 12 weeks whilst RDS staff who had been successfully recruited had 2 weeks of training followed by further on the job training and training on breathing apparatus. For this group transferring a 4 week conversion course had been devised to bridge the gaps in knowledge.

Adopting a transfer process for RDS had not had and would not have any impact on the need to have a representative workforce. The catchment area for RDS appliances also limited the potential to become a more representative employer. It was for this reason that the Service was embarking on positive action activity as part of the twin track approach prior to undertaking an open process when the full requirements would be measured. Future recruitment would be undertaken on an open competitive basis with the Service expecting that the entry level standards would be met in full and all staff were clear on the standards required. Entering open competition would also allow any interested Green Book employees and previous transferees to North West Fire Control to apply if they were interested.

An inevitable consequence of selecting from the RDS establishment was that RDS availability would be impacted and far more detachments would occur to keep appliances on the run. Attempts had been made to mitigate this by encouraging successful applicants to continue to fulfil their previous RDS contract as a dual contract member of staff. The recruitment of RDS staff had always been difficult as the motivation behind providing RDS cover was varied and the catchment area limited. In order to address this, the Service had tried to combine local effort with a campaign approach and running 3 training courses a year.

The Service had made changes to the RDS remuneration and conditions of service via its salary scheme which alleviated some of these issues and LFRS had the best remunerated RDS staff in the country (and further changes were being developed to improve this position).

It was not possible to pre-plan for these transfers because until the process was completed it was not possible to determine which RDS stations would lose individuals to the wholetime grouping. In future recruitment, the impact would not be as significant as the individuals would be in open competition, although they would clearly potentially be at an advantage due to internal knowledge. It was further hoped that the significant numbers that had been successful would act as an incentive for individuals to join the RDS Service as a route to a full time fire service career.

A concern to the Service was the potential for individuals who worked the RDS system and who were de-selected would tender their resignation, but this to date has not occurred.

Although it was not possible to predict where the RDS impact would fall, the recruitment of individuals in advance of the requirement in respect of wholetime staff was being considered to alleviate any future issues. In any event the requirement for workforce planning in a more robust manner had been identified and would form part of the budget setting process.

As a result of observations and experience gained, the various stages were being reviewed to ensure validity and objectiveness with clear instructions and assessment.

Members welcomed the new activity around apprenticeships, noting this required more detailed consideration and acknowledging this could be an effective vehicle to enhance improvements in our diversity agenda.

RESOLVED: - Members noted and endorsed the report.

35/16 OHSAS 18001 HEALTH & SAFETY AND ISO 14001 ENVIRONMENTAL MANAGEMENT SYSTEMS ASSESSMENT AUDIT REPORTS

OHSAS 18001 and ISO 14001 were international best practice standards for how organisations managed Health & Safety and the Environment. The specifications gave requirements for an occupational health and safety / environmental management system, to enable an organisation to control its risks and improve performance.

In 2011 Lancashire Fire and Rescue Service (LFRS) was successful in certification to ISO 14001 the International Standard for Environmental Management Systems and OHSAS 18001 the Health and Safety Management System standard. Each year surveillance audits were carried out to ensure that the standards continued to be adhered to and to ensure continuous improvements were made. Every three years LFRS had to apply for re-certification to maintain the standards.

Subject to the successful closure of two non-conformances, one for OHSAS 18001 Health and Safety and one for ISO 14001 Environmental, both standards were recommended for continued clarification. To achieve and maintain these standards at the same time clearly demonstrated that robust systems were in place for both Health and Safety and the Environment.

As part of the audit process, the auditors identified a number of positive aspects, including:

- “Good compliance to the systems in place has generally been demonstrated throughout the audit”
- “New format risk assessments are giving more information, focussed and effective as well as easy reading.”
- “LFRS have carried out a full and detailed review “Preparing Public for Own Emergencies” prompted by recent flooding events but clearly considering a much wider scope.”

- “A review of training was conducted with readily available records on PDR-Pro to demonstrate Firefighters are trained and maintained in these activities.”
- “Risk assessments and Environmental Risks were clearly understood at the station.”
- “It was very clear that Property records were readily available demonstrating a good understanding of the needs to apply controls and demonstrate this.”
- “A clear selection process is now in place and being rolled out to all contractors used by LFRS.”

As part of the audit, a number of additional areas for improvement were identified and it was intended that all these were developed into an ‘improvement action plan’ and taken forward through the Service’s Health, Safety and Environment Advisory Group.

RESOLVED: - That the Committee note and endorse the report.

36/16 DATE OF NEXT MEETING

The next scheduled meeting of the Committee was agreed for Wednesday 29 March 2017 in the Main Conference Room, Service Headquarters, Fulwood, commencing at 1000 hours.

Further meeting dates were noted for 28 June 2017 and 27 September 2017 and agreed for 29 November 2017.

37/16 EXCLUSION OF PRESS AND PUBLIC

RESOLVED: - That the press and members of the public be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part 1 of Schedule 12A to the Local Government Act 1972, indicated under the heading to the item.

38/16 HIGH VALUE PROCUREMENT PROJECTS

Members considered a report that provided an update on all contracts for one-off purchases valued in excess of £50,000 and high value procurement projects in excess of £100,000 including: new contract awards, progress of ongoing projects and details of new projects with an anticipated value exceeding £100,000.

Members discussed the progress in relation to the ongoing procurement project for Lancaster Fire Station and agreed for the Director of Corporate Services to negotiate the best value for the purchase of land for car parking.

RESOLVED: That the Committee: -

- i) note and endorse the recommendations as outlined in the report and;
- ii) agree for the Director of Corporate Services to negotiate the best value for the purchase of land for car parking at Lancaster Fire Station.

39/16 URGENT BUSINESS PROCEDURE



The Director of People and Development presented a report to Members on the circumstances relating to a request for extension of full sick pay.

RESOLVED: - That the Committee endorse the recommendations as outlined in the report.

40/16 URGENT BUSINESS - PENSION FUND ACTUARIAL VALUATION PRELIMINARY RESULTS

The Director of Corporate Services tabled a 2016 Actuarial Valuation report which showed preliminary results that analysed a change in the funding position of the Pension Fund. Options would be presented to the Authority as part of the budget setting process.

RESOLVED: - That Members noted the content of the report.

M NOLAN  
Clerk to CFA

LFRS HQ  
Fulwood

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## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19 December 2016

### PROCEEDINGS OF PERFORMANCE COMMITTEE HELD 1 DECEMBER 2016

(Appendix 1 refers)

Contact for further information:

Diane Brooks - Principal Member Services Officer – Tel (01772) 866720

#### Executive Summary

The proceedings of the Performance Committee meeting held on 1 December 2016.

#### Recommendation

To note and endorse the proceedings of the Performance Committee meeting as set out at Appendix 1 now presented.

#### Information

Attached at Appendix 1 are the proceedings of the Performance Committee meeting held on 1 December 2016.

#### Business Risk

Nil

#### Environmental Impact

Nil

#### Equality & Diversity Implications

Nil

#### Financial Risk

Nil

#### HR Implications

Nil

#### Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact
N/A		Diane Brooks
Reason for inclusion in Part II, if appropriate: N/A		

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LANCASHIRE COMBINED FIRE AUTHORITY  
PERFORMANCE COMMITTEE

Thursday, 1 December 2016, at 10.00 am in the Main Conference Room, Service Headquarters, Fulwood.

MINUTES

PRESENT:

Councillors

S Holgate (Chairman)  
T Aldridge  
C Crompton  
F De Molfetta  
M Khan (Vice-Chair)  
D O'Toole  
M Perks  
D Smith  
D Stansfield  
V Taylor

In accordance with the resolution of the predecessor Performance Review Committee at its inaugural meeting on the 30<sup>th</sup> July 2004 (Minute No. 1/04 refers), representatives of the LFRS, the Unions and Audit had been invited to attend all Performance Committee meetings to participate in discussion and debate.

Officers

J Johnston, Deputy Chief Fire Officer (LFRS)  
D Russel, Assistant Chief Fire Officer (LFRS)  
S Fryer, Head of Service Delivery, East (LFRS)  
B Norman, Head of Service Delivery, North (LFRS)  
D Brooks, Principal Member Services Officer (LFRS)  
J Harney, Assistant Member Services Officer (LFRS)

In attendance

K Wilkie, Fire Brigades Union

6/16 APOLOGIES FOR ABSENCE

Apologies were received from County Councillor P Britcliffe, Councillor Z Khan and County Councillor N Penney.

7/16 DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS

None received.

8/16 MINUTES OF THE LAST MEETING HELD ON 15 SEPTEMBER 2016

RESOLVED:- That the minutes of the meeting held on 15 September 2016 be confirmed and signed by the Chairman.

9/16 PERFORMANCE MANAGEMENT INFORMATION FOR QUARTER 2 - 2016/17

The Assistant Chief Fire Officer advised Members that this was the 2nd quarterly report for 2016/17 as detailed in the Risk Management Plan 2013-2017.

The report showed there were 4 negative KPI Exception Reports. An exception report was provided which detailed the reasons for the exception, analysis of the issue and actions being taken to improve performance.

Members focussed on the indicators where an exception report was presented and examined each indicator in turn as follows:-

2.2.1 Critical Special Service Response – 1<sup>st</sup> Fire Engine Attendance

This indicator measured how long it took the first fire engine to respond to critical non-fire incidents such as road traffic collisions. The response standard for the first fire engine attending a critical special call (including call handling time KPI 2.2.2) is 13 minutes. We have achieved our standard when the time between the TOC and TIA of the first fire engine arriving at the incident is less than 13 minutes.

Standard: To be met on 91.5% of occasions

Quarter 2 results 86.54% achieved against a target of 91.5%, previous year quarter 2, 91.65%, an worsening of 5.11%.

This is a negative exception report due to critical Special Service 1<sup>st</sup> pump response being below the standard. Overall quarter 2 pass rate was 86.54%, with a cumulative pass rate of 86.73% which is outside of the 91.5% standard.

**Exception report provided.**

The Assistant Chief Officer advised during this reporting period each month of quarter 2 recorded a below standard pass rate, through there was an improvement towards the end of quarter 2. However, this could be attributed to a very low activity count for the month of September. The increasing call handling time was one factor that could affect the worsening performance with quarter 2 recording a longer median call handling time than any quarter of the previous 12 months (KPI 2.2.2).

The Officer in Charge was now required to provide a narrative for the failure to respond to the incident within standard. Analysis of 22 narratives implied that the travel distance involved, along with incidents which occurred outside of their own station area, were the main reasons for longer travel times.

Failure to book in attendance or the Mobile Data Terminal (MDT) failing to acknowledge an attendance, still accounted for a small number of failure reasons. This had been the subject of continued focus by the Heads of Service Delivery who were implementing and monitoring performance measures to remedy deficiencies and drive improvement.

It was hoped that on-going initiatives to address these issues would bring the cumulative standard back to within the 2% tolerance.

### 2.2.2 Critical Special Service Response – Call Handling

This indicator measured the time from the 'Time of Call' to the 'Time of Send' of the first appliance mobilised. A median was used to calculate the average time for the month. This excluded duplicate calls for the same incident.

The median call handling time for quarter 2 was 129 seconds, previous year quarter 2 was 107 seconds; a worsening of 22 seconds. The previous quarter (April to June 2016) recorded 126 seconds.

Standard: Within 90 seconds

This was a negative exception report due to performance being below standard, with the improvement in call handling recorded during the previous year showing a worsening during quarter 1 and quarter 2 of 2016/17.

**Exception report provided.**

The Assistant Chief Fire Officer advised Members that the long term trend of improved performance had not continued in the 2016/17 year, with quarter 1 and 2 of this year showing a worsening performance similar to the initial transition to North West Fire Control (NWFC). This average was for all emergency calls, however, this KPI looked at a subset of calls which tended to be more challenging in terms of identifying an addressable location. This naturally occurred when either the caller was in an unfamiliar location or when the incident occurred away from a landmark or road junction.

It was hoped that further analysis of call handling data, in conjunction with NWFC, would help highlight where the issues were and would aid targeting of areas of improvement.

Members were concerned that this indicator continued to be below standard without a detailed explanation or the assurance of an action plan from North West Fire Control (NWFC).

The Assistant Chief Fire Officer confirmed that the Chief Fire Officer was taking a report to the next NWFC Lead Principal Officers meeting on 13 December 2016 which included consideration of how the governance arrangements could be improved.

The Chairman, County Councillor Holgate proposed and it was unanimously agreed that NWFC would be invited to attend the next meeting of the Committee to provide detailed information in relation to this indicator. Members also wished the Assistant Chief Fire Officer to provide comparative data from Fire and Rescue Services across the country.

County Councillor Frank De Molfetta advised that the next meeting of the NWFC Directors was scheduled for 14 December 2016 where he agreed to also raise this item for discussion.

#### 2.4 Fire Engine Availability – Retained Duty System

This indicator measured the availability of fire engines that are crewed by the retained duty system. It is measured as the percentage of time a fire engine is available to respond compared to the total time in the period.

The percentage of time that RDS crewed engines were available for quarter 2 was 88.28%, previous year quarter 2 was 88.40%, a worsening of 0.12%.

The previous quarter 2 (April to June 2016) recorded 91.90%.

Annual Standard: Above 95%

This is a negative exception report due to the cumulative RDS availability for the three months of quarter 2 being below the standard and outside of the 2 per cent tolerance.

**Exception report provided.**

The Assistant Chief Fire Officer advised Members quarter 2 had seen a worsening in RDS appliance availability. The number of RDS personnel who had been successful in obtaining a wholetime position had had an impact on available RDS hours. This was due to leaving the RDS service, being able to commit fewer hours due to W/T commitment or being unavailable due to development (W/T recruit course). An ageing workforce, the loss of staff due to retirement had also had an impact on the ability to fully crew an appliance and a number of retirements had occurred over the last quarter. The Service had also seen a number of resignations.

Members discussed the advantages and disadvantages of the impact on the RDS appliance availability from the number of RDS personnel who had become wholetime firefighters; with 2 opposing views expressed. The Assistant Chief Fire Officer reassured Members that there were 3 RDS recruitment campaigns per year; the last campaign was oversubscribed and provided 72 new entrants. It was also noted that continued work by the Retained Duty System Recruitment and Improvement Group would be responsible for progressing areas for improvement in order to strengthen and support the Retained Duty System. It was hoped that ongoing initiatives to address these issues would bring the standard back to within the 2% tolerance.

The Chairman, CC Holgate reminded Members that whilst there were issues and challenges to run the RDS; LFRS still had very high attendance percentages than other Fire and Rescue Services across the country.

#### 4.2.1 Staff Absence – Excluding Retained Duty System

This indicator measured the cumulative number of shifts (days) lost due to sickness for all wholetime, day crewing plus, day crewing and support staff divided by the total number of staff.

Annual Standard: Not more than 5 shifts lost

Cumulative total number of monthly shifts lost 2.9

Quarter 2 results indicate the number of shifts lost through absence per employee being above the Service target for 3 months during quarter 2.

**Exception report provided.**



The Assistant Chief Fire Officer advised Members during that quarter 2 there was a number of long term absences cases which had span over 3 months. The new Absence Management Policy was introduced on 1 September 2016 and had been rolled out to managers with training provided by the Human Resources Department.

Members then examined each indicator in turn as follows:-

## **KPI 1 – Preventing and Protecting**

### **1.1 Risk Map Score**

This indicator measured the risk level in each neighbourhood (Super Output Area) determined using fire activity over the previous three fiscal years along with a range of demographic data.

The County risk map score is updated annually, before the end of the first quarter. An improvement is shown by a year on year decreasing 'score' value. Score for 2013-2016 – 32,990, previous year score 33,268. No exception report required.

### **1.2 Overall Activity**

This indicator measured the number of incidents that the Service attended with one or more pumping appliances.

Quarter 2 activity 4,020, previous year quarter 2 activity 3,976, an increase of 1.11%.

Total number of incidents 2016/17 – Year to Date, 7,900

The Assistant Chief Fire Officer advised that the graph showed activities were starting to increase. Included within this KPI was a new incident type of 'Gaining Entry'. This was where LFRS had attended on behalf of the North West Ambulance Service. During quarter 2 we attended on 126 occasions. However, it was noted there had been a significant increase in automatic fire alarms with 600 in the first 6 months of the year. Reasons for this were being pursued. The Assistant Chief Fire Officer confirmed that the calls were not for University premises but for other types of building. The Authority had a robust policy of call challenge which required Alarm Receiving Centres to undertake a number of actions before calling the Service; work would be done to remind the Centres of this protocol.

County Councillor O'Toole queried whether the Alarm Receiving Centres, who did charge for their services should be charged by the Authority when they did not challenge the calls they received in line with the policy. The Assistant Chief Fire Officer agreed to bring a detailed report to a further meeting.

No exception report required.

### **1.3 Accidental Dwelling Fires**

This indicator reported the number of primary fires where a dwelling had been affected and the cause of the fire had been recorded as 'Accidental' or 'Not known'.

Quarter 2 activity 182, previous year quarter 2 activity 232, a decrease of 22%.

Total number of Accidental Dwelling Fires – Year to Date, 383

The Assistant Chief Fire Officer advised that over the last 6 months there had been the lowest numbers of accidental dwelling fires reported in the last decade. Members recognised the efforts of firefighters and staff who work in prevention in reducing the number of fires in people’s homes to this level.

No exception report required.

1.3.1 Accidental Dwelling Fires – Extent of Damage

This indicator reported the number of primary fires where a dwelling had been affected and the cause of the fire had been recorded as 'Accidental' or 'Not known' presented as a percentage extent of fire and heat damage.

This indicator shows the total number of Accidental Dwelling Fires where damage is limited to the item first ignited and limited to the room of origin (it excludes incidents that are limited to heat/smoke damage only).

Cumulative Accidental Dwelling Fires activity, 130: -

28% limited to item 1<sup>st</sup> ignited

56% limited to room of origin

12% limited to floor of origin

4% spread beyond floor of origin

No exception report required.

1.3.2 Accidental Dwelling Fires – Number of Incidents where occupants have received a Home Fire Safety Check

This indicator reported the number of primary fires where a dwelling had been affected and the cause of fire had been recorded as 'Accidental' or 'Not known' by the extent of the fire and heat damage. The Home Fire Safety Check must be completed within 12 months of the fire occurring.

	2016/17		2015/16	
	ADF's with previous HFSC	% of ADF's with previous HFSC	ADF's with previous HFSC	% of ADF's with previous HFSC
Q1	13	7%	7	3%
Q2	13	7%	7	3%

No exception report required.

1.4 Accidental Dwelling Fire Casualties

This indicator reported the number of fatalities, slight and serious injuries occurring at primary fires where a dwelling had been affected and the cause of fire had been recorded as 'Accidental' or 'Not known'.

Casualty Status	2016/17 Quarter 2	2015/16 Quarter 2
Fatal	0	2
Victim went to hospital visit, injuries appeared Serious	2	1
Victim went to hospital visit, injuries appeared Slight	7	8
TOTAL	9	11

No exception report required.

#### 1.5 Accidental Building Fires (Non-Dwellings)

This indicator reported the number of primary fires where the property type is a building and the property sub-type is not a dwelling and the cause of fire has been recorded as 'Accidental' or 'Not known'.

Total number of incidents	2016/17 Quarter 2	2015/16 Quarter 2
	80	83

No exception report required.

#### 1.5.1 Accidental Building Fires (Non-Dwellings) – Extent of Damage

This indicator reported the number of primary fires where the property type is a building and the property sub-type is not a dwelling and the cause of fire has been recorded as 'Accidental' or 'Not known' presented as a percentage extent of fire and heat damage.

This indicator shows the total number of Accidental Building Fires where damage is limited to the item first ignited and limited to the room of origin (it excludes incidents that are limited to heat/smoke damage only).

Quarter 2 Accidental Building Fires activity, 63: -

	2016/17				2015/16				
	ADF activity	Item 1 <sup>st</sup> ignited	Room of origin	Floor of origin	Spread beyond floor of origin	Item 1 <sup>st</sup> ignited	Room of origin	Floor of origin	Spread beyond floor of origin
Q1	75	12%	40%	17%	31%	29%	26%	13%	32%
Q2	63	13%	46%	21%	21%	26%	28%	11%	34%

No exception report required.

#### 1.6 Deliberate Fires

This indicator reported the number of primary and secondary fires where the cause of fire had been recorded as 'Deliberate'. Secondary fires are the majority of outdoor fires including grassland and refuse fires unless they involve casualties or rescues, property loss or more appliances attend. They include fires in single derelict buildings.

Deliberate Fire Type	2016/17 Quarter 2	2015/16 Quarter 2
1.6.1 Deliberate Fires – Anti-Social Behaviour	416	615
1.6.2 Deliberate Fires – Dwellings	34	32
1.6.3 Deliberate Fires – Non-Dwellings	42	43

No exception report required.

1.7 High / Very High Risk Home Fire Safety Checks

This indicator reported the percentage of completed Home Fire Safety Checks (HFSC), excluding refusals, carried out where the risk score had been determined to be either high or very high.

	2016/17	2015/16
	% of High and Very High HFSC outcomes	% of High and Very High HFSC outcomes
Q1	79%	67%
Q2	75%	68%

No exception report required.

1.8 Road Safety Education Evaluation

This indicator reported the percentage of participants of the Wasted Lives and Childsafe Plus education packages that show a positive change to less risky behaviour following the programme; based on comparing the overall responses to an evaluation question before and after the course.

	2016/17 (cumulative)		2015/16 (cumulative)	
	Total participants	% positive influence on participants' behaviour	Total participants	% positive influence on participants' behaviour
Q1	1832	87%	4811	82%
Q2	2847	85%	6630	84%

No exception report required.

1.9.1 Fire Safety Enforcement – Known Risk

This indicator reported on the percentage of premises that have had a Fire Safety Audit as a percentage of the number of all known premises in Lancashire to which The Regulatory Reform (Fire Safety) Order 2005 applies.

Number of premises	Number of premises audited to date	% of all premises audited Year end: 2016/17	% of all premises audited Year end: 2015/16
33,243	18,463	56%	55%

No exception report required.

1.9.2 Fire Safety Enforcement – Risk Reduction

This indicator reported the percentage of Fire Safety Audits carried out within the period resulting in enforcement action. Enforcement action is defined as one or more of the following: notification of deficiencies, action plan, enforcement notice, alterations notice or prohibition notice.

Period	Satisfactory audits 2016/17	Requiring formal activity – 2016/17	Requiring informal activity – 2016/17
Q1	28%	8%	59%

Q2	34%	10%	57%
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No exception report required.

## KPI 2 – Responding to Emergencies

### 2.1.1 Critical Fire Response – 1<sup>st</sup> Fire Engine Attendance

This indicator reported the 'Time of Call' (TOC) and 'Time in Attendance' (TIA) of the first fire engine arriving at the incident in less than the relevant response standard.

The response standards for the first fire engine attending a critical fire (including call handling time KPI 2.1.3) are as follows:-

- Very high risk area = 6 minutes
- High risk area = 8 minutes
- Medium risk area = 10 minutes
- Low risk area = 12 minutes

The response standards are determined by the risk map score and subsequent risk grade for the location of the fire.

Standard: to be in attendance within response standard target on 88% of occasions.

Quarter 2 – 1<sup>st</sup> pump response 88.89%, previous year quarter 2 was 80.58%  
No exception report required.

### 2.1.2 Critical Fire Response – 2<sup>nd</sup> Fire Engine Attendance

This indicator reported the time taken for the second fire engine to attend a critical fire incident measured from the time between the second fire engine arriving and the time it was sent to the incident. The target is determined by the risk map score and subsequent risk grade for the location of the fire.

Standard: to be in attendance within response standard target on 85% of occasions.

Quarter 2 – 2<sup>nd</sup> pump response 88.19%, previous year quarter 2 was 84.16%  
No exception report required.

### 2.1.3 Critical Fire Response – Call Handling

Critical fire criteria as 2.1.1 Call handling time is calculated from the 'Time of Call' to the 'Time of Send' of the first fire engine. The measure used is taken from the Performance Framework used by North West Fire Control. A median is used to calculate the average time for the quarter. Excluding duplicate calls for the same incident.

Standard: within 90 seconds

Updated figures were tabled at the meeting.

The median call handling time for quarter 2 was 85 seconds, previous year quarter 2 was 76 seconds, a worsening of 9 seconds.

No exception report required.

- 2.3 Fire Engine Availability – Wholetime, Day Crewing and Day Crewing Plus  
This indicator measured the availability of fire engines that are crewed by wholetime, day crewing and day crewing plus shifts. It is measured as the percentage of time a fire engine is available to respond compared to the total time in the period.

Fire engines are designated as unavailable for the following reasons:

- Mechanical
- Crew deficient
- Engineer working on station

Annual Standard: Above 99.5%

The Assistant Chief Fire Officer reported to Members that since the transition to North West Fire Control KPI data was held by North West Fire Control. Due to an update of recording practices recently adopted by NWFC, it was hoped that this data would be available for quarter 3.  
No exception report required.

- 2.5 Staff Accidents  
This indicator measured the number of staff accidents.  
Total number of staff accidents 2016/17 – Year to Date, 31  
Quarter 2 results indicate percentage pass within standard  
No exception report required.

### **KPI 3 – Delivering Value for Money**

- 3.1 Progress Against Savings Programme  
Annual budget for 2016/17 - £55.7m  
Budget to end of quarter 2 - £27.0m  
Spend for the period to date was £25.8m  
Underspend for the period £1.2m  
Variance -2.15%  
No exception report required.
- 3.2 Overall User Satisfaction  
Total responses 1394; number satisfied 1382  
% satisfied 99.1% against a standard of 97.5%  
Variance 1.68%  
No exception report required.

### **KPI 4 – Engaging With Our Staff**

- 4.1 Overall Staff Engagement  
This indicator measured overall staff engagement. The engagement index score was derived from the answers given by staff that related to how engaged they feel with the Service.

Three times a year all staff were asked the same questions in an online survey to gauge engagement. Staff engagement index for the first survey was

reported at the last meeting; the index was 62%, based on 220 replies This is 4% higher when compared against the same period last year.

Period	2016/17		2015/16	
	Number of Replies	Engagement Index	Number of Replies	Engagement Index
1	220	62%	199	58%

#### 4.2.2 Staff Absence – Retained Duty System

This indicator measured the percentage of contracted hours lost due to sickness for all retained duty staff.

Annual Standard: Not more than 2.5% lost as % of available hours of cover

Quarter 2 results indicate percentage pass within standard

Cumulative retained absence (as % of available hours cover) 0.68%

No exception report required.

RESOLVED:- That the Committee endorse the report and note the contents of the 4 negative KPI exception reports.

#### 10/16 BRIGHT SPARX 2016

Area Manager, Ben Norman provided Members with a current overview of the Bright Sparx Campaign. Bright Sparx was a well-established, multi-agency campaign which aimed to reduce injury, disorder, damage and anti-social behaviour related to the misuse of bonfires and fireworks across the county. The campaign took place over a period of 6 weeks from 1 October to 10 November each year.

Community engagement carried out throughout the year focussed on providing education through presentations to schools, community/youth club visits; Prince's Trust community projects were undertaken in targeted areas and safety education was provided to children and young people who had developed a fascination for fire.

Diversions activities during the Bright Sparx period included: the promotion of organised events, tackling the illicit sales of illegally imported and professional display fireworks and the removal of rubbish. In addition, the Service website was used to direct people to officially-sanctioned bonfire and firework events and to provide advice on safety. Modern communication through Social Media was also used to assist in engaging and educating young people through the targeted promotion of safety advice using graphics and short video clips. Partnership activities included: external visual audits, joint visits to firework outlets, rubbish removal, the provision of temporary fencing and the undertaking of fire safety inspections.

During the Bonfire weekend this year there was: an Officer based at North West Fire Control; joint Fire / Police command rooms were set up in localities and there were multi-agency intervention vehicles available to visit and assess any concerns. A district case study was presented to Members which showed that of 30 calls made to North West Fire Control from within the case study area, 20 were assessed by the multi-agency team and 1 fire engine deployed to the scene.

Members were pleased to note that the overall number of deliberate fires related to anti-social behaviour (which was reported regularly in the Performance Management

report under key performance indicator 1.6.1), including those which occurred during the Bright Sparx period and the number of anti-social behaviour incidents at bonfires had significantly reduced as follows: -

Year	ASB per annum	ASB within Bright Sparx	ASB Bonfires
2007/08	5908	1330	394
2010/11	4185	556	124
2013/14	2568	326	75
2016/17*	1700*	355	34
* includes estimated year-end figure			

Likewise, attacks on Firefighters had also reduced from 11 in 2012 to 2 in 2016. It was felt that this was due both the work done prior to the Bright Sparx period and the more discreet response undertaken by the multi-agency intervention vehicles.

Members agreed that this presentation should be presented to the next Full Authority meeting in December 2016.

11/16 DATE OF NEXT MEETING

The next meeting of the Committee had been agreed for Thursday 16 March 2017 at 10:00 am in the Main Conference Room at Lancashire Fire & Rescue Headquarters, Fulwood.

Further meeting dates were noted for: 8 June 2017, 14 September 2017 and 30 November 2017.

M NOLAN  
Clerk to CFA

LFRS HQ  
Fulwood



## **LANCASHIRE COMBINED FIRE AUTHORITY**

Meeting to be held on 19 December 2016

### **LGA FIRE COMMISSION REPRESENTATION**

Contact for further information:

Diane Brooks - Principal Member Services Officer – Tel (01772) 866720

#### **Executive Summary**

After the Annual meeting each year, the Authority nominates the Chairman and Vice-Chairman to be its representatives on the Local Government Association (LGA) Fire Commission. Also, the LGAs political groups appoint as necessary additional members from fire authorities to ensure political balance.

In addition, the Fire Commission has a management committee which acts on behalf of the Commission. The LGAs political groups also appoint as necessary members from fire authorities to sit on this committee which is also politically balanced.

#### **Recommendation**

That the Authority approves the appointment of CC D O'Toole as an additional member of the LGA Fire Commission for 2016/17.

#### **Information**

The Authority nominates the Chairman and Vice-Chairman on an annual basis after the Annual meeting each year to be its representatives on the Local Government Association (LGA) Fire Commission.

The Fire Commission provides a forum to discuss matters of common interest and concern to fire authorities.

All fire authorities in full or corporate membership of the Local Government Association (LGA) have the right to representation and voting on this Commission in accordance with the LGA Constitution, Standing Orders and Political Conventions.

The Fire Commission has a management committee which acts on behalf of the Commission. Its role is to represent as an LGA body the views and concerns of the fire community ensuring that local circumstances have a voice in the national context. It leads on behalf of the LGA: on the future direction of the fire and rescue service; improvement within the sector; and on all other day-to-day issues (e.g. technical or operational matters) affecting fire authorities.

CC O'Toole has been approached by the LGA Conservative Group to sit on the Fire Commission. The Fire Authority is therefore asked to approve this appointment for 2016/17.

Future Authority approval to appoint additional members to the LGA Fire Commission or Fire Services Management Committee will be presented to the Annual Meeting each year.

**Business Risk**

None

**Environmental Impact**

None

**Equality & Diversity Implications**

None

**Financial Risk**

None

**HR Implications**

None

**Local Government (Access to Information) Act 1985**

List of Background Papers

Paper	Date	Contact
N/A		Diane Brooks
Reason for inclusion in Part II, if appropriate: N/A		

## **LANCASHIRE COMBINED FIRE AUTHORITY**

Meeting to be held on Monday 19 December 2016

### **ANNUAL STATEMENT OF ASSURANCE 2015-16**

**(Appendix 1 refers)**

Contact for further information: Chris Kenny – Chief Fire Officer

Telephone: 01772 866800

#### **Executive Summary**

The Fire and Rescue National Framework for England (2012) provides overall strategic direction to English Fire and Rescue Authorities (FRA). It sets out the Government's priorities and objectives and places a requirement on all FRA's to provide assurance to their communities and to Government on financial, governance and operational matters.

The attached Statement of Assurance (appendix 1) aims to provide the necessary accountability and transparency to the people of Lancashire and evidence that their Fire and Rescue Service continues to deliver under the expectations detailed within both the National Framework and our own Integrated Risk Management Plan (IRMP).

This statement sits alongside our IRMP, Statement of Accounts, the Annual Governance Statement and recently re-designed Annual Service Plan and Annual Progress Report. It details what measures are in place to assure that the Combined Fire Authority's performance is efficient, economic and effective.

#### **Recommendation**

The Authority is asked to approve the Annual Statement of Assurance 2015-16 as presented and approve the signing of this by the Chairman of the Authority and the Chief Fire Officer.

#### **Information**

The attached Annual Statement of Assurance 2015-16 provides assurance in three core areas:-

- Financial Assurance;
- Assurance on Governance;
- Operational Assurance.

The statement sets out how we demonstrate assurance in these areas, culminating in the following declaration: -

*"The Chairman of Lancashire Combined Fire Authority and Chief Fire Officer of Lancashire Fire and Rescue Service are satisfied that the Authority's financial, governance and operational assurance arrangements are adequate and operating*

*effectively and meet the requirements detailed within the Fire and Rescue National Framework."*

**Business Risk**

None arising from this report.

**Environmental Impact**

None arising from this report.

**Equality and Diversity Implications**

None arising from this report.

**HR Implications**

None arising from this report.

**Financial Implications**

None arising from this report.

**Local Government (Access to Information) Act 1985  
List of Background Papers**

Paper	Date	Contact
Reason for inclusion in Part II, if appropriate:		



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## **1. Introduction**

The Fire and Rescue National Framework for England (2012) provides overall strategic direction to English Fire and Rescue Authorities (FRA). It sets out the Government's priorities and objectives and places a requirement on all FRA's to provide assurance to their communities and to Government on financial, governance and operational matters.

This Statement of Assurance aims to provide the necessary accountability and transparency to the people of Lancashire and evidence that their Fire and Rescue Service continues to deliver under the expectations detailed within both the National Framework and our own Integrated Risk Management Plan (IRMP).

This statement sits alongside our IRMP, Statement of Accounts, the Annual Governance Statement and recently re-designed Annual Service Plan and Annual Progress Report. It details what measures are in place to assure that the Combined Fire Authority's performance is efficient, economic and effective.

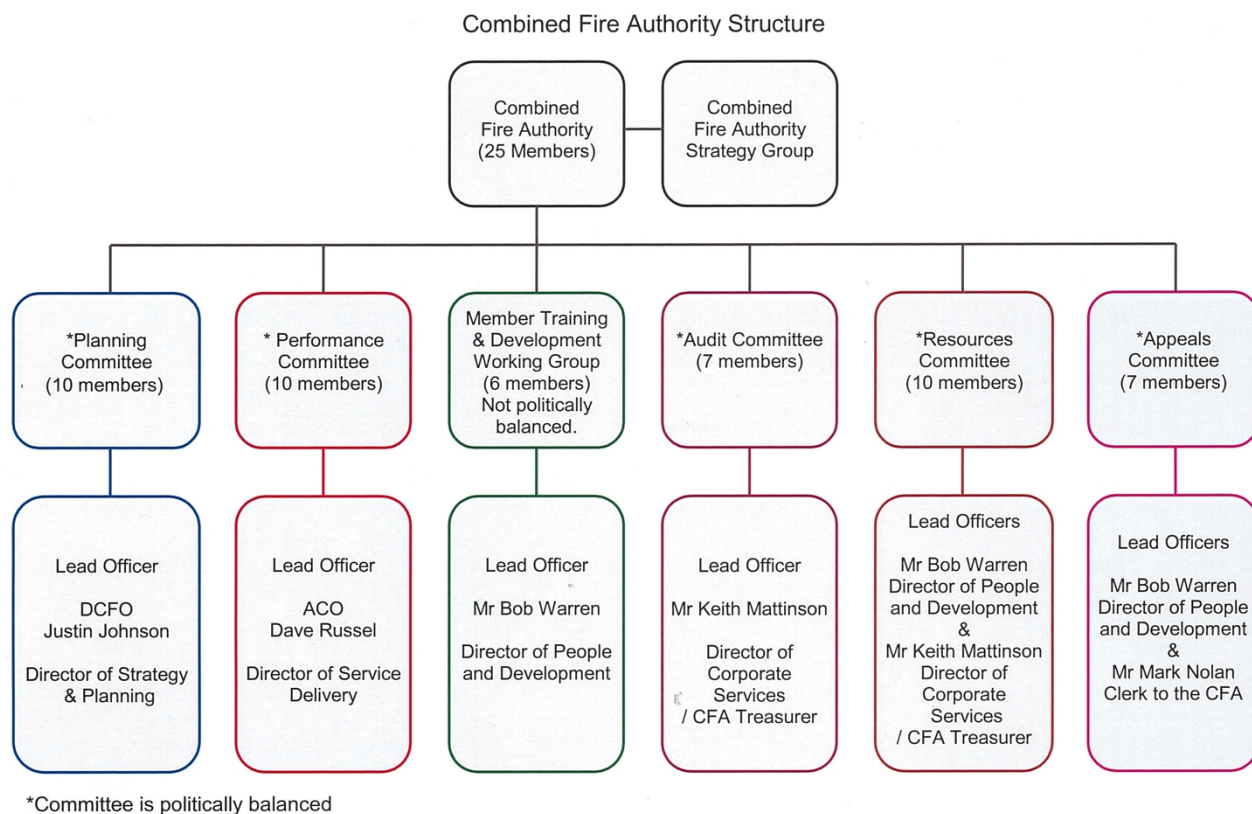
### ***Lancashire Combined Fire Authority***

Lancashire Combined Fire Authority (CFA) is made up of 25 elected councillors drawn from Lancashire County Council (19) and the unitary authorities of Blackburn-with-Darwen (3) and Blackpool (3). The CFA is responsible under the Fire & Rescue Services Act 2004 for providing a Fire and Rescue Service in Lancashire. This involves the provision, training and equipping of our staff to undertake firefighting operations, fire safety work, rescue of persons from road traffic collisions and preparing for our response to other emergency situations. The CFA is the body legally responsible for enforcing the Regulatory Reform (Fire Safety) Order 2005 and is a designated Category 1 responder under the Civil Contingencies Act 2004.

The CFA ensures that the work of the Fire and Rescue Service is efficient, effective and provides best value. To achieve this, they operate under a framework of five full meetings each year (Figure 1), which are supplemented by a number of smaller committees focusing upon Planning, Performance, Resources, Audit and Appeals.

Further information on the afore-mentioned committees is accessible via our website at <http://www.lancsfirerescue.org.uk/Pages/fire-authority.aspx>

**Figure 1 - Combined Fire Authority structure**



## ***The County of Lancashire***

Lancashire comprises 14 districts, 12 which are within the Lancashire County Council area (Burnley, Chorley, Fylde, Hyndburn, Lancaster, Pendle, Wyre, Ribble Valley, Rossendale, South Ribble, West Lancashire and Preston) and 2 unitary authorities of Blackpool and Blackburn-with-Darwen. The area is home to a resident population of circa 1.46 million people (Census 2011) and is one of the most populated and urbanised shire counties within Great Britain, with a legacy of historical, industrial heritage.

Lancashire covers just over 3,000 square kilometres including 400 kilometres of coastline stretching from Morecambe Bay in the north of the county, down to the sands of West Lancashire in the south. The County has an extensive motorway network, port facilities, nuclear installations and airports and is home to a diverse demographic, with almost 20% of



our population being over retirement age and 10% representing Black and Minority Ethnic (BME) communities.

The County is bordered by Cumbria to the north and North Yorkshire, West Yorkshire, Greater Manchester and Merseyside moving from east to south. The major conurbations are Lancaster, Preston, Burnley, Blackburn, Accrington, Chorley and the seasonal town of Blackpool which receives around 16 million visitors per year.

### ***Lancashire Fire and Rescue Service (LFRS)***

LFRS is the service provider on behalf of the CFA. We currently operate from 39 locations (with 58 front-line fire engines and a fleet of specialist vehicles), a specialist Urban Search and Rescue unit, Service Headquarters in Fulwood and our Service Training Centre in Euxton, Chorley. LFRS staff deliver an extensive range of prevention, protection and emergency response services throughout Lancashire.

To deliver these services, we employ circa 950 operational staff in a wide variety of roles using a variety of shift systems; Wholetime, Retained, Day Crewed, Day Crewing Plus and Day Duty (Figure 2).

Our Mobilising and Control Centre moved to North West Fire Control (NWFC), Warrington in 2014, where we worked collaboratively with Cumbria, Greater Manchester and Cheshire Fire and Rescue Services to develop this facility.



Figure 2 - Service Delivery Areas and Fire Station locations

## 2. Financial Assurance

All local authority accounts are required to adopt 'proper accounting practice' based on either statutory requirements or the code of practice on local authority accounting. These specify the principles and practices of accounting required to prepare a Statement of Accounts that 'present a true and fair view'.

The Treasurer to the CFA provides publically available annual accounts which are approved by the Resources Committee.

An independent audit of the accounts is undertaken by an external auditing body, Grant

Thornton. The external auditor undertakes a review of the accounts and forms an overall opinion which is published in September of each year. The audit for 2015/16 was conducted in accordance with the Local Audit and Accountability Act 2014 and provided the following –

- An unqualified opinion on the accounts which gives a true and fair view of the Authority's financial position as at 31 March 2016 and its income and expenditure for the year.
- An unqualified conclusion in respect of the Authority's arrangements for securing economy, efficiency and effectiveness in its use of resources.

A copy of the Statement of Accounts 2015/16 can be found [here](#).

A copy of Grant Thornton's Audit Opinion can be found [here](#).

### **3. Assurance on Governance**

The Accounts and Audit Regulations 2015 require the CFA to publish an Annual Governance Statement along with the Authority's financial statements, following a review of the effectiveness of the internal controls in place. It sets out the key elements of the Authority's governance framework, how these have been evaluated, the outcome of the assessment of effectiveness and any areas for improvement.

The Audit Committee has adopted a Code of Corporate Governance, in line with guidance produced jointly by CIPFA (Chartered Institute of Public Finance Accountants) and SOLACE (Society of Local Authority Chief Executives). The Code defines corporate governance as the way an authority ensures that it is doing the right things, in the right way, for the right people, in a timely, inclusive, open, honest and accountable manner.

Included within the Code are the following core principles:-

1. Focusing on the purpose of the Authority and on outcomes for the community and creating and implementing a vision for the local area;
2. Members and officers working together to achieve a common purpose with clearly defined functions and roles;
3. Promoting values for the Authority and demonstrating the values of good governance through upholding high standards of conduct and behaviour;
4. Taking informed and transparent decisions which are subject to effective scrutiny and managing risk;
5. Developing the capacity and capability of members and officers to be effective;

6. Engaging with local people and other stakeholders to ensure robust public accountability.

The code also sets out the principles which support each of these core elements, as well as how the Authority will address each of these.

During 2015/16 we undertook a review of the effectiveness of its governance framework, including the systems of internal controls in operation. This review was supported and informed by the work of both internal audit, which is undertaken by Lancashire County Council, and external audit, which is undertaken by Grant Thornton. This self-assessment formed the basis of the Authority's [Annual Governance Statement for 2015/16](#), which concluded that Lancashire Combined Fire Authority and Lancashire Fire and Rescue Service has in place a satisfactory system of internal control which facilitates the effective exercise of its functions and which includes arrangements for the management of risk, and that no significant governance issues were identified.

## **4. Operational Assurance**

The National Framework outlines the requirement placed upon FRA's to provide assurance on operational matters which are determined locally by them in partnership with their local communities; citizens, businesses and others.

FRA's function within a clearly defined statutory and policy framework of which the key legislative documents defining these responsibilities are:

- Fire and Rescue Services Act 2004
- Civil Contingencies Act 2004
- Regulatory Reform (Fire Safety) Order 2005
- Fire and Rescue Services (Emergencies) (England) Order 2007
- Localism Act 2011
- Fire and Rescue National Framework for England.

This section aims to provide assurance that our service is delivered in line with our statutory responsibilities and with due regard to the expectations set out in our IRMP including cross-border, multi-authority and national incident arrangements.

## ***Integrated Risk Management Plan (IRMP)***

Our Integrated Risk Management Plan (IRMP) is a public facing document covering the period 2013-17. It reviews LFRS progress to date and provides information on the major challenges facing the Service over the 4-year period and how we plan to deliver services designed to overcome them or reduce their potential impact. A new IRMP will be published early 2017 and will cover a 5-year period through to 2022.

Key to the successful identification and management of risk is our ability to maintain a clear and current understanding of the present and future threats to Lancashire's communities. Risk in Lancashire remains dynamic; it changes over time; is different in different areas and requires different solutions. As a result, no single activity to reduce risk is adequate in all circumstances and a mix of prevention, protection and response activities delivered by a range of organisations is needed to reduce the likelihood of the risk event occurring or to lessen its consequences. This depth of understanding underpins everything we do, driving our governance and planning arrangements; our findings are published within the [Strategic Assessment of Risk](#).

### ***Performance***

Whilst the IRMP is presently a four year plan, the Service reviews its priorities and targets annually. We previously produced a Performance Report and Action Plan (which detailed both the coming year's intentions and the previous year's performance) but following the review of our corporate planning processes, we now produce two separate documents. Firstly a forward-looking [Annual Service Plan](#) which clearly sets out what we will deliver over the coming 12 months and then at the year end, an [Annual Progress Report](#) which details our achievement against those objectives.

On a quarterly basis, we produce a performance management report known as '[Measuring Progress](#)'. The content of this report is considered at Senior Management Team meetings and by the Performance Committee of the CFA.

### ***Consultation***

External and internal consultation is an essential part of the development of the IRMP and as such we have a clearly defined [Consultation Strategy](#). We use a variety of methods for engaging with community members and for every consultation exercise completed, a summary report is provided to the relevant committee of the CFA. This process ensures that potential stakeholders are consulted, involved and informed of the proposals to ensure that their input is considered within the final plans.

## Community Risk Management

Our approach to integrated risk management is supported by the use of modelling. The Office of National Statistics categorises every part of the UK into a small neighbourhood called a Lower Layer Super Output Area (SOA). There are 941 SOA's in Lancashire, each containing around 1500 people. We use information about where fires have taken place in the past and combine this with various social deprivation data to give each area a risk grade.

The information is then used to identify geographic areas at higher risk where a combination of Prevention, Protection and Response activities can have the greatest impact.

This is utilised alongside the provision of a tailored Home Fire Safety Check service (HFSC) which is geared towards occupant risk and importantly, to those in greatest need and at greatest risk of fire.

We update the risk model on a regular basis and use the outcomes to direct and reprioritise our activities. Risk reduction progress over the last 10 years is depicted in the table below.

	VERY HIGH	HIGH	MEDIUM	LOW	OVERALL SCORE
	SOA Count	SOA Count	SOA Count	SOA Count	Risk Score Change
2006	154	145	257	384	43158
2007	126	119	280	415	41036
2008	87	124	301	428	39022
2009	70	119	299	452	37202
2010	60	118	310	452	36532
2011	60	114	303	463	36238
2012	53	100	313	474	35558
2013	40	93	301	507	34228
2014	32	95	306	508	33648
2015	41	86	281	533	33268
2016	32	76	314	519	32990
<b>OVERALL CHANGE</b>	<b>-79%</b> ↓	<b>-48%</b> ↓	<b>22%</b> ↑	<b>35%</b> ↑	<b>-24%</b> ↓
	OVERALL REDUCTION IN VERY HIGH RISK SOAs	OVERALL REDUCTION IN HIGH RISK SOAs	OVERALL INCREASE IN MEDIUM RISK SOAs	OVERALL INCREASE IN LOW RISK SOAs	OVERALL REDUCTION IN RISK SCORE

Figure 3 - Changes in Fire Risk 2006-2016

## Prevention, Protection and Response

During the last 12 months, the Service has implemented the changes approved by the Authority's Planning Committee in relation to the Prevention and Protection Review (2015). The review analysed the current provision of Prevention and Protection functions across Lancashire and considered how roles could be re-structured and re-aligned to most efficiently and effectively meet future needs, including the provision of a Business Support function to assist with improving safety and achieving compliance with Fire Safety law in non-domestic

properties.

Assuring ourselves that what we are doing out on our Fire Stations by training effectively, by preparing for response by gathering risk information, and by our broader understanding of risk so that our prevention and protection activities are as focused and effective as they can be is nothing new to LFRS. However, there was evidence to support the need to review how we currently provide assurance and therefore continue to improve.

The previous station assurance arrangements had established a framework which delivered improvements across service delivery, but by considering other ways of providing assurance we have recently revised the existing staffing structures to create two roles that form the Service Delivery Assurance Team (SDAT).

The core work for the assurance team will be the completion of all station based assurance visits for the Service. This will provide a consistent approach to the process across the county. The assurance team is focused on service delivery staff's 'rounded preparedness' and this work will complement the work that the Emergency Response Assurance Group (ERAG) carries out. The ERAG team consider what happens at incidents through our incident ground monitoring and debrief processes.

The key priorities for the work that the assurance team completes are around improving the service we deliver to our communities and supporting firefighter and public safety. The approach to how the work is carried out is very much about being supportive to staff, sharing good practices, developing better ways of doing things and therefore contributing to improving service delivery as a whole.

### ***Mutual Aid Agreements***

The National Framework states that Fire and Rescue Authorities must make provision to respond to incidents such as fires, road traffic collisions and other emergencies within their area and in other areas in line with mutual aid agreements. LFRS maintain mutual agreements for reinforcements with our five bordering Fire and Rescue Authorities - Cumbria, Greater Manchester, Merseyside, North Yorkshire and West Yorkshire. These agreements are periodically reviewed to maintain currency and provide optimal response arrangements.

### ***National Resilience***

For the purposes of this document, National Resilience (NR) is defined as the capacity and capability of Fire and Rescue Authorities to work together and with other Category 1 and 2 responders to deliver a sustained, effective response to major incidents, emergencies and disruptive challenges, such as (but not limited to) those identified in the National Risk Register of Civil Emergencies. It refers to risks that need to be planned for on a strategic, national

basis because their impacts and consequences would be of such scale and / or complexity that local resources would be insufficient, even when taking into account mutual aid arrangements.

LFRS is a signatory to the National Mutual Aid protocol and has deployed assets to major incidents outside the region. The costs of such mobilisations are borne by the FRA within whose area the incident occurs and are therefore re-claimed by LFRS.

We remain subject to National Resilience annual audit processes which test the various aspects of our NR capabilities. National Resilience has transferred from The Home Office to Merseyside Fire & Rescue Service as the Primary Authority.

### ***Business Continuity***

Business Continuity Management (BCM) is an integral part of our corporate risk management process. In relation to BCM processes and procedures, all FRA's have to satisfy the requirements of both the Civil Contingencies Act 2004 and Fire & Rescue Services Act 2004.

We are required to 'write and maintain plans for the purpose of ensuring, so far as reasonably practicable, that if an emergency occurs the Authority is able to continue its functions'. This includes periods of industrial action.

In order to ensure that Lancashire Fire and Rescue Service comply with both pieces of legislation, our plans have been developed in line with national best practice. Our Business Continuity Plan (BCP) provides a framework for the activation, allocation and deployment of Lancashire Fire and Rescue Service's resources for any event or occurrence which impacts on the normal day-to-day functions of the Service. The plan applies to the provision of all critical activities, including support functions.

Our business continuity policy provides a framework through which:

- Critical processes are identified;
- Assessments of both internal and external risks which may impact on business continuity are made;
- Strategic and Tactical Plans have been produced to ensure an acceptable level of service can be maintained following disruption;
- Procedures are developed to invoke the BCP;
- Arrangements are made to test the BCP;
- All key personnel are trained to understand their role within the plan;



- Responsibilities are clearly identified and assigned.

In 2016 a full review of our Business Continuity arrangements was completed to ensure that they continue to follow the Business Continuity Institute of national best practice. In October 2016 a BCP exercise was completed successfully. The exercise involved the loss of the Service Headquarters Building instigating an evacuation and relocation of key staff to S54 Chorley. The exercise encompassed three fire stations. Learning points identified are being progressed by a Service action plan.

### ***Safety, Health & Environment***

The Combined Fire Authority meets regularly to consider local and national Safety, Health and Environment issues and to provide strategic political leadership to the Service. The Authority has overall responsibility for the effective governance of Safety, Health and Environment, including agreeing the Safety, Health and Environment Policy and ensuring adequate resources are available to manage performance effectively. Overall responsibility for management is delegated to the Chief Fire Officer.

Our Health and Safety Management System (HSMS) is based on the model Plan, Do, Check, Act laid down in the Health and Safety Executive publication HS(G)65 – Successful Health and Safety Management and written and implemented to the standard for Health and Safety Management Systems, OHSAS 18001:2007. The Environmental Management System (EMS) is written and implemented to the International Standard ISO 14001:2004. Both accreditations were achieved during 2011/12 and have been re-certified in 2014/15 for a further three years subject to successful annual surveillance audits.

As part of the audit process, the auditors visit a range of stations and departments and examine the 'Full provision of fire, rescue and supporting services across Lancashire' delivered by the Combined Fire Authority from a health and safety and environmental perspective. A number of positive aspects of our business were reported and following the surveillance audit in November 2016 achieved continued certification to both standards subject to the successful closure of two non-conformances both relating to Operational Controls for others operating on LFRS premises, one for each standard.

Each year a performance review of Safety, Health and Environment is carried out and reported to the Combined Fire Authority in the [Safety, Health and Annual Review report](#).

Part of business-as-usual is the review of all policies, procedures, instructions and guidance to ensure that we continue to meet our legal obligations in respect of safety, health and environment and we validate this by a system of peer review and internal audits.

To ensure continuous improvement is made in both the HSMS and EMS, we have developed an action plan to assist in delivering future improvements.

### ***Training and Development***

Lancashire Fire and Rescue Service Training and Operational Review policy is designed to provide training and development to personnel to enable the organisation to fulfil its vision of 'Making Lancashire Safer'. Training is based on the needs of the organisation with a strong focus on ensuring that personnel are safe and competent in the delivery of the prevention, protection and response services we provide.

The training programme takes into account learning identified through our own operational review processes as well as from reports describing learning from events of national significance. The training department supports continual learning and organisational development through a wide range of programmes tailored to role and responsibility, as well as managing the selection processes which identify managers for advancement. Ongoing development and maintenance of competence is a key focus and this is facilitated through a robust maintenance of skills programme linked to an e-learning system which is continually updated.

Trainers are selected and developed across an extremely diverse variety of specialisms ranging from the intricacies of boat handling and rope rescue through to the complexities of mounting a successful fire safety prosecution. Where necessary, support is commissioned from specialist providers.

## **5. Assurance Declaration**

The Chairman of Lancashire Combined Fire Authority and Chief Fire Officer of Lancashire Fire and Rescue Service are satisfied that the Authority's financial, governance and operational assurance arrangements are adequate and operating effectively and meet the requirements detailed within the Fire and Rescue National Framework.

Chris Kenny - Chief Fire Officer .....

Frank De Molfetta – CFA Chairman .....

Date: .....

## **LANCASHIRE COMBINED FIRE AUTHORITY**

Meeting to be held on 19th December 2016

### **CAPITAL BUDGET 2017/18-2021/22**

Contact for further information:

Keith Mattinson - Director of Corporate Services Tel No: 01772 866804

#### **Executive Summary**

The report sets out the draft capital programme for 2017/18-2021/22.

The draft programme allows for items included within various asset management plans, some of which still need to be finalised, such as the replacements of Mobile Fire Stations and Aerial Ladder Platforms.

A final capital programme will be presented to the Authority in February, for formal approval.

#### **Recommendation**

The Combined Fire Authority is requested to: -

- (i) Give initial consideration to the draft capital budget as presented;
- (ii) Authorise consultation with representatives of non-domestic ratepayers and Trade Unions on the budget proposals;
- (iii) Give further consideration to the capital budget at their next meeting on 20 February 2017, in light of the consultation process.

#### **Capital Budget Strategy**

The Authority's capital strategy is designed to ensure that the Authority's capital investment:

- assists in delivering the corporate objectives;
- supports priorities identified in asset management plans;
- ensures statutory requirements are met, i.e. Health and Safety issues;
- supports the Medium Term Financial Strategy by ensuring all capital investment decisions consider the future impact on revenue budgets;
- represents value for money.

#### **Capital Requirements**

Capital expenditure is expenditure on major assets such as new buildings, significant building modifications and major pieces of equipment/vehicles.

The Service has developed asset management plans which assist in identifying the long-term capital requirements. These plans, together with the operational equipment register have been used to assist in identifying total requirements and the relevant priorities.

A summary of all capital requirements is set out in the table below.

	2017/18	2018/19	2019/20	2020/21	2021/22	TOTAL
	£m	£m	£m	£m	£m	£m
Vehicles	1.659	1.806	2.814	0.962	1.070	8.311
Operational Equipment	0.420	0.350	1.550	0.250	0.435	3.005
Buildings	4.750	4.000	-	-	-	8.750
IT Equipment	1.350	0.545	0.720	0.210	0.200	3.025
<b>Total</b>	<b>8.179</b>	<b>6.701</b>	<b>5.084</b>	<b>1.422</b>	<b>1.705</b>	<b>23.091</b>

## Vehicles

The Fleet Asset Management plan has been used as a basis to identify the following vehicle replacement programme, which is based on current approved lives:-

Type of Vehicle	No of Vehicles				
	2017/18	2018/19	2019/20	2020/21	2021/22
Pumping Appliance	6	6	6	3	3
Mobile Fire Stations (MFS)	1	1	-	-	-
Aerial Ladder Platform (ALP)	-	-	2	-	-
All Terrain Vehicle	-	-	1	-	1
Prime mover	-	-	-	-	2
Pod	-	1	1	-	-
Operational Support Vehicles	10	15	10	15	11
	17	23	20	18	17

The replacement programme has been adjusted to remove peaks in the number of vehicle replacements in any one year for a number of years now. This 'smoothing' has inevitably resulted in some vehicles being replaced marginally ahead of or behind schedule in the past, but provides a better basis for longer term replacement strategies, which is evident in the programme outlined above. As a result of this only one support vehicle due for replacement in the period of the programme will be delayed by one year.

The MFS replacements relate to two vehicles at the end of their current asset life, however a review of requirements for these appliances is planned to commence shortly in order to determine a final design and hence costing estimate for approval.

LFRS currently has several vehicles provided and maintained by CLG under New Dimensions (6 Prime Movers and 2 Incident Response Units), which under LFRS replacement schedules would be due for replacement during the period of the programme. However our understanding is that CLG will issue replacement vehicles if they are beyond economic repair, or if the national provision requirement changes. Should LFRS be required to purchase replacement vehicles, grant from CLG may be available to fund them. Based on the current position, we have not included these vehicles (or any potential grant) in our replacement plan.

In addition, Fleet Services continue to review future requirements for the replacement of all vehicles in the portfolio, hence there may be some scope to modify requirements as these reviews are completed, and future replacement programmes will be adjusted accordingly.

## Operational Equipment

The following plan allows for the replacement of items at the end of their current asset lives, based on current replacement cost. In addition we have included a further ongoing provision for innovations in future fire fighting equipment after the £1m budget allocated in 2016/17 has been fully utilised by the end of 2017/18.

	2017/18	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m	£m
Thermal Imaging Cameras (TICs)	0.220	-	-	-	-
Breathing Apparatus Radios	0.200	-	-	-	-
Breathing Apparatus (BA) and Telemetry equipment	-	0.100	0.700	-	-
Cutting and extrication equipment	-	-	0.600	-	-
Light Portable Pumps	-	-	-	-	0.130
Defibrillators	-	-	-	-	0.055
Future fire fighting	-	0.250	0.250	0.250	0.250
	<b>0.420</b>	<b>0.350</b>	<b>1.550</b>	<b>0.250</b>	<b>0.435</b>

Each of these groups of assets is subject to review prior to replacement, which may result in a change of requirements or the asset life.

## Buildings

The current level of backlog maintenance has reduced significantly, reflecting the investments the Authority has made in its building stock. Following completion of works budgeted during 2016/17, the Authority will only have Preston fire station classed as in poor condition. In addition, the Emergency Cover Review (ECR) planned for completion during 2017/18 may highlight the requirement to make changes to our stations, hence we have included a sum of £7.5m spread over two financial years to give scope for these changes once known.

In addition to this a further sum of £1.25m has been included in the programme to allow for investment in training assets at two specific service delivery locations and at the Training Centre in order to maximise the efficiency and consistency of staff training, in particular Retained Duty System (RDS) staff. Further work is underway to identify the exact requirement and scope for these hence this sum is an estimate, and will be refined prior to seeking member approval for any large scale projects within it.

	2017/18	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m	£m
Buildings	3.500	4.000	-	-	-
Training assets investment	1.250	-	-	-	-
	<b>4.750</b>	<b>4.000</b>	-	-	-

## ICT

The sums identified for the replacement of various ICT systems are in line with the software replacement lifecycle schedule incorporated into the ICT Asset Management Plan.

All replacements identified in the programme will be subject to review, with both the requirement for the potential upgrade/replacement and the cost of such being revisited prior to any expenditure being incurred.

Of particular note are the anticipated replacements for the operational communications assets most of which are affected by the national Emergency Services Mobile Communications Project (ESMCP) to deliver a replacement for Airwave (the wide area radio system currently used for mobilising by all blue light services). The ESMCP has now signed the main contracts with EE and Motorola for the network and network equipment respectively. Since the signing of the contract, there has been considerable work done by the suppliers, central programme team and emergency services in the regions. However there are still some areas that need to be resolved, and therefore the original go live for the North West (the first region go-live) September 2017, has moved on 3 months to January 2018. As there are still further details to be added to the national project plan, all Services await the final programme dates, and the regional programme team will update Services as soon as they receive this updated information. (We anticipate all the costs being met by the government, as reflected in the section in funding below.) As the national situation becomes clearer, forthcoming budget revisions will be updated.

	2017/18	2018/19	2019/20	2020/21	2021/22
<b>Replace Existing Systems</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Performance Management	0.100				
Geographic Information System (GIS) Risk Information	0.050				
Vehicle specification crash recovery software		0.020			
Pooled PPE system		0.080			
Rota system (Retained Duty System)		0.050			
Dynamic Mobilising Tool		0.150			
Rota system (Whole-time Duty System and officer cover)			0.050		
Hydrant Management system			0.020		
Finance system			0.250		
HR & Payroll system				0.150	
Incident Command system				0.060	
Community Fire Risk Management Information System (CFRMIS)					0.100
Asset Management system					0.100
	<b>0.150</b>	<b>0.300</b>	<b>0.320</b>	<b>0.310</b>	<b>0.200</b>
<b>Operational Communications</b>					
ESMCP (Airwave) replacement (estimated)	0.800				
Station end mobilising system	0.400				
Alerters for RDS/DCP staff	-	0.065			
Incident Ground Radios		0.180			
Vehicle Mounted Data Systems (VMDS) hardware replacement			0.400		
	<b>1.200</b>	<b>0.245</b>	<b>0.400</b>	-	-
<b>Total ICT Programme</b>	<b>1.350</b>	<b>0.545</b>	<b>0.720</b>	<b>0.310</b>	<b>0.200</b>

## **Capital Funding**

Capital expenditure can be funded from the following sources:

### **Prudential Borrowing**

The Prudential Code gives the Authority increased flexibility over its level of capital investment and much greater freedom to borrow, should this be necessary, to finance planned expenditure. However any future borrowing will incur a financing charge against the revenue budget for the period of the borrowing.

Given the financial position of the Authority we have not needed to borrow since 2007 and based on the draft capital programme this position will not change.

### **Capital Grant**

Capital grants are received from other bodies, typically the Government, in order to facilitate the purchase/replacement of capital items.

Capital funding includes an assumed £0.8m capital grant relating to the Emergency Service Mobile Communication Programme (ESMCP)

To date no other capital grant funding has been made available for 2017/18, nor has any indication been given that capital grant will be available in future years, and hence no allowance has been included in the budget.

### **Capital Receipts**

Capital receipts are generated from the sale of surplus land and buildings, with any monies generated being utilised to fund additional capital expenditure either in-year or carried forward to fund the programme in future years.

The Authority holds £1.5m of capital receipts following the sale of surplus site at Chorley. We do not anticipate using any of this over the life of the programme.

### **Capital Reserves**

Capital Reserves have been created from under spends on the revenue budget in order to provide additional funding to support the capital programme in future years. Following completion of the 2016/17 capital programme, and allowing for the transfer of the year end underspends the Authority expects to hold £12.1m of capital reserves. Over the life of the programme we anticipate utilising £10.6m, leaving a balance of £1.5m by the end of 2021/22.

## Summary Capital Receipts and Reserves position

	Capital Receipts	Capital Reserves	Total
	£m	£m	£m
Balance 31/3/17	12.1	1.5	13.6
Change in year	(2.7)	-	(2.7)
Balance 31/3/18	9.4	1.5	10.9
Change in year	(4.9)	-	(4.9)
Balance 31/3/19	4.5	1.5	6.0
Change in year	(3.3)	-	(3.3)
Balance 31/3/20	1.2	1.5	2.7
Change in year	0.3	-	0.3
Balance 31/3/21	1.5	1.5	3.0
Change in year	-	-	-
Balance 31/3/22	1.5	1.5	3.0

### Revenue Contribution to Capital Outlay (RCCO)

Any revenue surpluses may be transferred to a Capital Reserve in order to fund additional capital expenditure either in-year or carried forward to fund the programme in future years.

The revenue contribution reduces from £2.0m in 2017/18 to £1.75m for the remainder of the programme.

### Drawdown of Earmarked Reserves

The programme allows for the use of £0.049m of earmarked reserves which relates to the provision of training facilities at STC, and which is linked to a donation received from a member of the public.

### Drawdown of General Reserves

Previous versions of the capital programme have shown the Authority utilising all its capital reserves and receipts by the end of the 5 year period, meaning that any longer term capital requirements would need to be met from either capital grant, revenue contributions or from new borrowing. Potentially this will leave a problem in future years as the on-going revenue contribution of £1.75m is insufficient to meet the vehicle and ICT replacement programme, let alone any other capital requirements. As such it is proposed to utilise £2.6m of general reserves over the 5 year programme, resulting in the Authority still holding £3.0m of capital receipts and reserves at the end of the period, and therefore being in a stronger position to meet recurring capital requirements.



## Total Capital Funding

The following table details available capital funding over the five year period:

	2017/18	2018/19	2019/20	2020/21	2021/22	TOTAL
	£m	£m	£m	£m	£m	£m
Capital Grant	0.800	-	-	-	-	<b>0.800</b>
Capital Receipts	-	-	-	-	-	-
Capital Reserves	2.730	4.951	3.334	(0.328)	(0.045)	<b>10.642</b>
Revenue Contributions	2.000	1.750	1.750	1.750	1.750	<b>9.000</b>
Earmarked Reserves	0.049	-	-	-	-	<b>0.049</b>
General Reserves	2.600	-	-	-	-	<b>2.600</b>
	<b>8.179</b>	<b>6.701</b>	<b>5.084</b>	<b>1.422</b>	<b>1.705</b>	<b>23.091</b>

## Summary Programme

Therefore the summary of the programme, in terms of requirements and available funding, is set out below:

	2017/18	2018/19	2019/20	2020/21	2021/22	TOTAL
	£m	£m	£m	£m	£m	£m
Capital Requirements	8.179	6.701	5.084	1.422	1.705	<b>23.091</b>
Capital Funding	8.179	6.701	5.084	1.422	1.705	<b>23.091</b>
<b>Surplus/(Shortfall)</b>	-	-	-	-	-	-

Over the next five years the capital programme is currently balanced, however it should be noted that the following assumptions could change:-

- Operational Communications replacements (ESMCP) are subject to a great deal of uncertainty in terms of both timing and costs as they are related to a national replacement project, in addition there may be grant funding available for this which is also unknown at this time;
- Buildings budgets are subject to uncertainty until the outcomes of the stock condition survey, the forthcoming Emergency Cover Review, and the review of training assets are known;
- Capital grant may be made available in future years, in order to assist service transformation and greater collaboration;
- Replacement of both the Mobile Fire Stations and Aerial Ladder Platforms are subject to a review and vehicle requirements could be amended;
- New Dimensions vehicle replacements are expected to be carried out by the Government, however this position may change;
- All operational equipment item replacements are at estimated costs, and would be subject to proper costings nearer the time;
- ICT software replacements are based largely on the ICT asset management plan, and are subject to review prior to replacement, which has led in the past to significant slippage;

The programme is balanced, and as such should be considered prudent, sustainable and affordable. Although it must be recognised that future funding levels, both in terms of revenue and capital, will inevitably impact upon the achievability of the programme as identified.

## **Impact on the Revenue budget**

It is worth noting that the capital programme and its funding directly impacts on the revenue budget in terms of capital financing charges and in terms of the revenue contribution to capital outlay. Based on the provisional 4 year funding settlement the position in respect of the revenue contribution appears sustainable until at least March 2020. Dependent upon future funding position the revenue contribution to capital may come under increasing pressure.

## **Prudential Indicators**

The Authority is required to calculate various prudential indicators to demonstrate that the proposed capital programme is affordable, prudent and sustainable. These have not yet been calculated, but will be included in the Authority report in February.

## **Financial Implications**

The financial implications are set out on the report.

## **Human Resources Implications**

None

## **Equality and Diversity Implications**

The capital programme in respect of replacement/refurbishment of existing property will include some element of adaptations to ensure compliance with the Disability Discrimination Act.

## **Environmental Impact**

The environmental impact of decisions relating to the capital programme will be considered as part of the project planning process, and where possible we will look to minimise the environmental impact of this where it is considered practical and cost effective to do so.

## **Business Risk Implications**

The capital programme is designed to ensure that the Service has the appropriate assets in order to deliver its services; as such it forms a key element in controlling the risk to which the Authority is exposed.

## **Local Government (Access to Information) Act 1985**

### **List of Background Papers**

Paper	Date	Contact
None		
Reason for inclusion in Part II, if appropriate:		

## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19<sup>th</sup> December 2016

### REVENUE BUDGET 2017/18-2021/22

Contact for further information: Keith Mattinson - Director of Corporate Services  
Telephone Number 01772 866804

#### Executive Summary

The report sets out the draft revenue budget for 2017/18-2021/22 and the resultant council tax implications.

Budget requirement has been re-assessed taking account of known/anticipated changes, incorporating current year-end forecast projections, and forecast vacancy factors based on anticipated recruitment.

Funding takes account of the draft 4 year settlement and assumes a cash freeze in subsequent years (2020-2022).

In terms of council tax we have modelled three scenarios:

- increasing council tax by 2% each year;
- 1% increase in council tax in 17/18 and subsequently a 2% increase thereafter;
- freezing council tax in 17/18, and subsequently increasing it by 2% thereafter.

These models produce a variety of results ranging from a breakeven position to a deficit of £0.6m in 17/18, increasing to a deficit of between £1.5m and £2.1m by the end of the four year settlement period, and thereafter increasing up to a potential gap of £3.9m by 2021/22.

Based on this it is apparent that the requirement to achieve savings is manageable over the over the remainder of the settlement period, but increasingly challenging in subsequent years (this being reflective of anticipated pay awards post the settlement period).

Reserves are in a healthy position and could be utilised to bridge any shortfall and timing issues over the remainder of the settlement period, although this would not be the case throughout the five year period based on current forecasts.

A final revenue budget will be presented to the Authority in February, for formal approval.

#### Recommendations

The Authority is requested to: -

1. Give initial consideration to the draft revenue budget as presented;
2. Authorise consultation with representatives of non-domestic ratepayers and Trade Unions on the budget proposals;
3. Give further consideration to the revenue budget at their next meeting on 20 February 2017, in light of the consultation process.

## Information

In line with the Authority's objective to deliver affordable, value for money services the Authority's Budget Strategy remains one of:-

- Maintaining future council tax increases at reasonable levels, reducing if possible;
- Continuing to deliver efficiencies in line with targets;
- Continuing to invest in improvements in service delivery;
- Continuing to invest in improving facilities;
- Setting a robust budget;
- Maintaining an adequate level of reserves.

## Draft Budget

In order to determine the future budget requirement, the Authority has used the approved 2016/17 budget as a starting point, and has uplifted this for inflation and other known changes and pressures, to arrive at a draft budgetary requirement, prior to utilising any reserves, as set out below:-

	2017/18	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m	£m
Preceding Years Draft Budget Requirement	55.6	53.9	54.5	55.8	57.5
Inflation	0.8	0.8	0.7	1.7	2.0
Other Pay Pressures	(0.7)	0.1	0.8	-	-
Committed Variations	(0.87)	(0.1)	0.1	-	-
Growth	0.4	(0.1)	(0.2)	-	-
Efficiency Savings	(1.4)	(0.1)	(0.1)	-	-
Budget Requirement	53.9	54.5	55.8	57.5	59.5

## Inflation

The following amounts have been added to the budget in respect of inflationary pressures, in line with current estimates:-

	2017/18	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m	£m
A 1% allowance has been built in for all pay-awards for the next 3 years, based on the Governments budget proposals. The 2020/21 and 2021/22 budget allows for 3.8% pay-awards based on latest estimates.	0.4	0.4	0.4	1.4	1.7
Non-pay inflation, average of 2.5% each year	0.4	0.4	0.3	0.3	0.3
	0.8	0.8	0.7	1.7	2.0

## Other Pay Pressure

	2017/18	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m	£m
As referred to on a separate report on this agenda future service contributions in respect of the Local Government Pension Scheme (LGPS) have increased by 1.9%	0.1				
The Chancellor of the Exchequer has previously announced that the discount rate used in unfunded public sector pension schemes will change, which will add a further £2bn of costs to these schemes. This will be reflected in the next tri-annual valuation which will set the contribution rate payable from 1 April 2019. Whilst no details of the specific impact on any unfunded scheme are available at the present time, an allowance for a 3% increase has been built into the budget in 2019/20.	-	-	0.7	-	-
The government will introduce the apprenticeship levy in April 2017 set at a rate of 0.5% of an employer's pay bill. Whilst there is a potential for some or all of this to be drawn down to support training further work is required in this area and hence for the purpose of the budget I have not assumed any of this is used to fund apprentice training	0.2	-	-	-	-
The budget in respect of whole-time personnel has been updated to allow for:- <ul style="list-style-type: none"> <li>Natural wastage due to retirements</li> <li>1 early leaver per month, due to resignation, early retirement etc.</li> <li>Continuing recruitment in future years, the exact timing and number of recruits required will be reviewed on an on-going basis. However the budget includes an allowance for recruitment taking us over establishment by up to 25 personnel. This ensures that we have sufficient personnel to ride fire appliances and provides</li> </ul>	(0.5)	0.1	0.1	-	-

<p>sufficient lead in time for recruitment campaigns and recruit courses. Furthermore it provides greater capacity to deal with new initiatives that arise in year.</p> <ul style="list-style-type: none"> <li>• personnel being paid at development rates of pay</li> <li>• the final mix of personnel in each of the different FF pension schemes, each of which have different contribution rates.</li> </ul>					
A vacancy factor of 2.5% has been built in to reflect turnover within support staff.	(0.3)	-	-	-	-
The vacancy factor in respect of RDS personnel has been increased to 15% in line with current levels. Future recruitment campaigns may reduce this, particularly in light of any agreed changes to remuneration, and hence the budget will be monitored throughout the year with the vacancy factor adjusted accordingly. Cost reductions from personnel being paid at development rates of pay are also reflected in this budget.	(0.3)	-	-	-	-
	(0.8)	0.1	0.8	-	-

### Committed Variations

Committed variations are those items which are unavoidable, or which arise from previously agreed policy decisions.

	2017/18	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m	£m
In order to balance the draft capital programme the Revenue Contribution to Capital Outlay was increased in 2016/17, hence the reduction brings this back in line with future requirements, as reflected in the draft capital programme.	(0.8)	(0.2)	-	-	-
Reduction in interest receivable reflecting the historically low rate of interest and based on anticipated cash balances	0.1	-	0.1	-	-
Removal of the temporary additional budget built in last year in respect of secondees to facilitate enhanced partnership working	(0.1)	-	-	-	-

Details relating to grant in respect of New Dimensions are not yet available, however the level of grant was reduced last year, and hence a further reduction is anticipated in future years.	0.1	0.1			
	(0.7)	(0.1)	0.1	-	-

## Growth

	2017/18	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m	£m
The budget for recruits in training has been adjusted to take account of the anticipated timing and number of recruits in each year, assuming all recruits undertake a 13 week course. The budget for the Training and Operational Review Department has also been increased to provide sufficient trainers to meet the on-going requirement.	0.2	(0.1)	(0.2)	-	-
The Service is currently reviewing its use of apprenticeships, and will report to the Resources Committee in due course. As such a provision has been set aside to meet any costs falling out of this review.	0.2				
	0.4	(0.1)	(0.2)	-	

## Efficiency Savings

The Authority has a good track record of delivering efficiency savings. Between April 2011 and March 2017 we will have delivered £16.5m of savings. Further savings of £1.6m have been identified below, bring the overall level to £18m:-

	2017/18	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m	£m
Full year effect of removal of whole-time appliance at Lancaster and creation of RDS unit	(0.5)	-	-	-	-
Savings identified from reviewing non-pay budgets, the main ones being <ul style="list-style-type: none"> <li>• Fleet</li> <li>• Property</li> <li>• Utilities</li> <li>• Area</li> <li>• Smoke Detectors</li> </ul>	(0.6)	-	-	-	-
As referred to on a separate report on this agenda the Service has more than paid off its LGPS deficit and as such the budget has been adjusted to remove the deficit	(0.3)	-	-	-	-

recovery payments included in previous years budgets. At the present time we have assumed that the surplus is left in-situ and have therefore not built any allowance into the budget for this.					
Savings relating to transfer from Airwave to ESMCP, note the timing of the transfer is subject to review and hence the savings identified may be delayed.	-	(0.1)	(0.1)	-	-
	(1.4)	(0.1)	(0.1)	-	-

### Net Budget Requirement

As set out above the overall net budget requirement for each year is as follows:-

	2017/18	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m	£m
Draft Budget Requirement	53.9	54.5	55.8	57.5	59.5
Budget (Decrease)/Increase	(3.0%)	1.0%	2.5%	3.0%	3.4%

### Grant Funding

As a major precepting authority the Authority receives funding in the form of:-

<b>2016/17</b>	
<b>Settlement Funding Assessment (Grant)</b>	
Revenue Support Grant, direct from the Government	£13.2m
Individual Authority Business Rates Baseline	£4.7m
Business Rates Top-Up, from the Government	£9.7m
Business Rates collection fund deficit	(£0.3m)
Section 31 Grant - Business Rates Capping	£0.5m
	<b>£27.8m</b>
<b>Council Tax</b>	
Council Tax	£27.4m
Council Tax collection fund surplus	£0.4m
	<b>£27.8m</b>
<b>Total Funding</b>	<b>£55.6m</b>

Future funding is based on the four year settlement figures previously identified (at the time of writing the report we had still not received any response from the Home Office in respect of our bid for 4 year funding settlement, nor has the draft Local Government Finance Settlement been published.) It is assumed that that funding is frozen in 2020/21 and beyond, although in the recent Autumn Statement the Government reaffirmed that Departmental resource (revenue) spending will continue to grow with inflation in 2020/21, as set out in Budget 2016, and that Departmental spending will also grow with inflation in 2021/22, but obviously there will be significant variation between departments due to how the overall funding is distributed.



		Reduction	
2015/16	£29.6m		
2016/17	£27.8m	£1.8m	6.4%
2017/18	£25.4m	£2.4m	8.3%
2018/19	£24.5m	£0.9m	3.8%
2019/20	£24.1m	£0.4m	1.6%
2020/21	£24.1m	-	-
2021/22	£24.1m	-	-
		£5.5m	18.7%

(the above figures include an assumption that both Section 31 Grant - Business Rates Capping and Business Rates collection fund deficit remain at their current levels.)

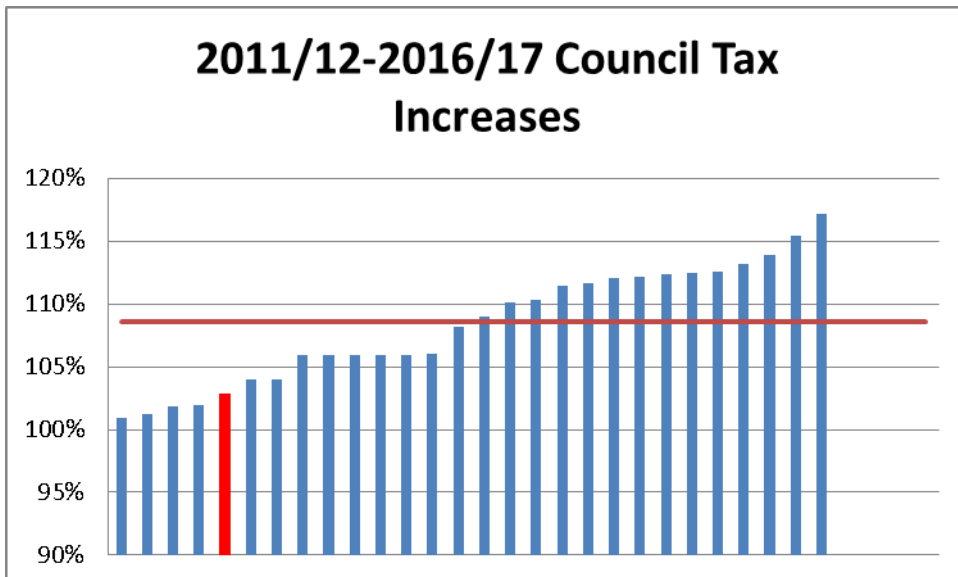
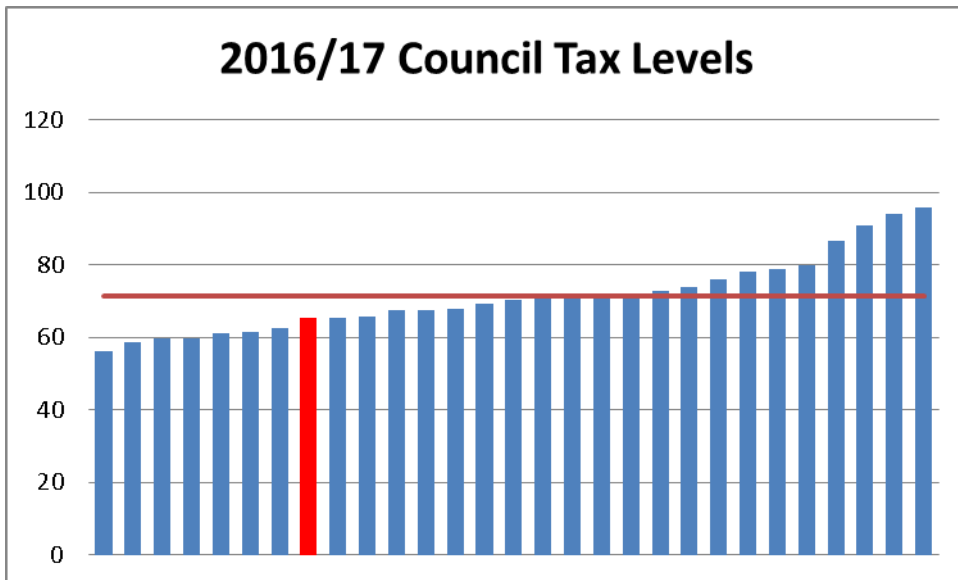
The Spending Review also confirmed that by 2020/21 Local Authorities will retain 100% of business rates, but no details are available as to how this will work and what the impact on the fire sector is, and hence for the purpose of financial planning we have assumed that this will be cost neutral.

Funding projections will be updated once the Local Government Finance Settlement provides further details which are anticipated in late December, and as Billing Authorities provide more detail re business rates.

## **Council Tax**

In setting the council tax, the Authority aims to balance the public's requirement for our services with the cost of providing this. As such the underlying principle of any increase in council tax is that this must be seen as reasonable within the context of service provision.

The Authority became a precepting authority on 1 April 2004. Since this our council tax increases have been limited by either capping or the current referendum thresholds set by the Government. As such our council tax increases and hence budget increases have been constrained by these and our desire to deliver value for money services, culminating in a council tax freeze between 2011/12-2014/15 and a 1.9% and 1.0% increase in the last two years. Our council tax of £65.50 is still below the national average of £71.50, and our increase of just 2.9% over the last 6 years compares with an average increase of 8.60% over the same period and is the fifth lowest of any Fire Authority.



The Government has already indicated its intention to maintain the council tax referendum limit at 2%.

#### Council Tax-Base

We have assumed that the council tax base continues to grow at the rate of 1% per year, which is broadly in line with historic trends.

In terms of the council tax collection fund we are still awaiting draft figures from billing authorities, and hence we have included an allowance for a £300k surplus each year. (note this is broadly in line with the last three years).

Both the tax base and collection fund deficit will be updated once figures are received from billing authorities.

## Draft Council Tax Requirements

	2017/18	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m	£m
Draft Budget Requirement	53.9	54.5	55.8	57.5	59.5
Less Total Grant	(25.4)	(24.5)	(24.1)	(24.1)	(24.1)
Council Tax Collection Surplus	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Equals Precept	28.2	29.7	31.4	33.1	35.1
Estimated Number of Band D equivalent properties	422,063	426,283	430,546	434,852	439,200
Equates to Council Tax Band D Property	£66.82	£69.68	£73.05	£76.22	£79.87
Increase in Council Tax	2.0%	4.3%	4.8%	4.3%	4.8%

(For information, a 1% change to the council tax equates to £0.250m.)

As can be seen the increase in 2017/18 is in line with the referendum limit but increases in future years are more significant and will potentially exceed the referendum limit.

As in previous years we have modelled three scenarios based on

- A 2% increase in council tax each year
- A council tax increase of 1% in 2017/18 with a 2% increase thereafter
- A council tax freeze in 2017/18 with a 2% increase thereafter

The following table sets out the funding gap based on these:-

	2017/18	2018/19	2019/20	2020/21	2021/22
A 2% increase in council tax each year	-	(£0.6m)	(£1.5m)	(£2.3m)	(£3.3m)
A council tax increase of 1% in 2016/17 with a 2% increase thereafter	(£0.3m)	(£0.9m)	(£1.8m)	(£2.6m)	(£3.6m)
A council tax freeze in 2016/17 with a 2% increase thereafter	(£0.6m)	(£1.2m)	(£2.1m)	(£2.9m)	(£3.9m)

## Reserves

A reasonable level of reserves is needed to provide an overall safety net against unforeseen circumstances, such as levels of inflation/pay awards in excess of budget provision, unanticipated expenditure on major incidents, and other “demand led” pressures, such as increased pension costs, additional costs associated with national projects, etc. which cannot be contained within the base budget. In addition, they also enable the Authority to provide for expenditure, which was not planned at the time the budget was approved, but which the Authority now wishes to implement.

As such a review of the strategic, operational and financial risk facing the Authority is undertaken each year to identify an appropriate level of reserves to hold, this incorporates issues such as higher than anticipated pay awards, increased number of ill health retirements, etc.

Until such time as the draft settlement has been announced it is impossible to carry out this review, as such this will be undertaken, and reported on at the CFA budget setting meeting in February. However, in order to give an overview of this area, we identified a minimum uncommitted reserve requirement of £3.0m last year. Based on the budget

forecast for 2016/17, and assuming any in-year underspend transfers to capital reserves, we anticipate holding £10.2m of general reserves at 31 March 2017. The draft capital programme allows for a further transfer of £2.5m from general reserve to the capital programme in 2017/18, leaving a forecast balance of £7.7m, providing scope to utilise approx. £4.7m of reserves. As such they could be used to meet the funding gap across the remainder of the four year settlement period, up to 31/3/2020.

The following table shows our anticipated reserve position based on the draft revenue and capital budget as presented and assuming that a 2% increase in council tax is agreed each year and that any funding gap is met by a drawdown of general reserves:-

	General Reserve	Earmarked Reserve	Capital Reserves & Receipts	Provisions	Total Reserves & Balances
	£m	£m	£m	£m	£m
Balance 31/3/17	10.2	7.2	13.6	1.9	32.9
Change in year	(2.5)	(0.2)	(2.7)	0.0	(5.4)
Balance 31/3/18	7.7	7.0	10.9	1.9	27.5
Change in year	(0.7)	(1.2)	(4.9)	0.0	(6.8)
Balance 31/3/19	7.0	5.8	6.0	1.9	20.7
Change in year	(1.5)	(0.2)	(3.3)	0.0	(5.0)
Balance 31/3/20	5.5	5.6	2.7	1.9	15.7
Change in year	(2.3)	(0.1)	0.3	0.0	(2.1)
Balance 31/3/21	3.2	5.5	3.0	1.9	13.6
Change in year	(3.3)	(0.2)	-	0.0	(3.5)
Balance 31/3/22	(0.1)	5.3	3.0	1.9	10.1

As can be seen general reserves remain above the minimum target level until April 2021. Whilst the forecast indicate that there would not be sufficient reserves to bridge the potential funding gap in that year, it must be noted that this is based on a number of assumptions that will change over time, such as the level of savings identified in future years, pay and price inflation, future funding levels, drawdown of LGPS surplus etc., and that these forecast budgets will be subject to several revisions before that time.

### Summary Council Tax options 2017/18

Based on the scenarios outlined the council tax options for 2017/18 are as follows:-

	2% Increase	1% Increase	Freeze
	£m	£m	£m
Gross Budget Requirement	53.9	53.9	53.9
Utilisation of reserves/additional savings	-	(0.3)	(0.6)
Final Budget Requirement	53.9	53.6	53.3
Less Revenue Support Grant & Baseline Funding	(25.3)	(25.3)	(25.3)
Less Section 31 Grant re Business Rates Capping	(0.4)	(0.4)	(0.4)
Add Business Rates Collection Deficit	0.3	0.3	0.3
Less Council Tax Collection Surplus	(0.3)	(0.3)	(0.3)
Equals Precept	28.2	27.9	27.6
Estimated Number of Band D equivalent properties	422,063	422,063	422,063
Equates to Council Tax Band D Property	£66.80	£66.15	£65.50
Increase in Council Tax	2.00%	0.99%	0.00%

The increases equate to:-

- 1% is £0.65 per annum, £0.01 per week
- 2% is £1.30 per annum, £0.03 per week.

## Summary

The draft budget shows the Authority being able to set a balanced budget in 2017/18, based on the draft 4 year settlement, and allowing for a 2% increase in council tax (this does not take account of any potential draw down against the LGPS surplus). This position will be updated once the actual funding settlement is announced and once billing authorities provide clarification on outstanding business rates and council tax issues.

From a medium term financial perspective the funding gap in both 2018/19 and 2019/20 could be met by either reserve utilisation or identifying further savings.

The real financial pressure comes in 2020/21 and beyond, however even in those years we remain in a reasonable position given our current level of reserves and our track record of delivering savings.

## Financial Implications

As outlined in the report.

## Human Resource Implications

None

## Equality & Diversity Resource Implications

The budget as set should enable the Authority to continue to make progress against its equality and diversity targets.

## Environmental Implications

The budget as set takes account of the need to invest in environmental issues.

## Business Risk

The final approved budget forms a key element of the Authority's risk management process, as it is designed to minimise any financial risks, which the Authority may face. The Treasurer feels that the budget has been prepared in a robust manner and that the level of reserves held is sufficient to meet any potential risks.

## Local Government (Access to Information) Act 1985 List of Background Papers

Paper	Date	Contact
Local Government Finance Settlement	February 2016	Keith Mattinson - Director of Corporate Services
Reason for inclusion in Part II, if appropriate:		

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## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on Monday 19 December 2016

### LOCAL GOVERNMENT PENSION SCHEME VALUATION

#### Contact for further information:

Keith Mattinson - Director of Corporate Services – Telephone Number 01772 866804

#### Executive Summary

The report sets out the results of the Local Government Pension Scheme Tri-Annual Valuation, as at 31 March 2016.

#### Recommendation

The Authority is asked to determine how to treat the surplus.

#### Information

As Members will recall at the time of the last tri-annual valuation of the Local Government Pension Scheme the Fire Authority had a funding deficit of £5.8m. This deficit was being paid off over the agreed deficit recovery period, 19 years, at a cost of approx. £200k-£300k per annum.

Members agreed to utilise in-year underspends in 2014/15 and 2015/16 to pay off this deficit, setting aside £5.2m to do so, as this would reduce any future deficit recovery costs once the outcome of the next valuation in 2016 was agreed. Although it was noted that historically the level of deficit for the scheme as a whole had increased at each valuation, as liabilities had grown at a faster rate than assets, and it was recognised that at the time of the valuation there was no guarantee that a new deficit would not exist.

#### Whole Scheme Valuation

The 2016 valuation has been published and this shows a marked improvement to the scheme as a whole, assets have grown significantly whilst liabilities have only increased marginally, which is completely out of kilter with historic trends

Valuation Date	Assets	Liabilities	Deficit	Funding Level
2004	£2,445bn	£3,077bn	£628bn	80%
2007	£3,689bn	£4,399bn	£710bn	84%
2010	£3,962bn	£4,955bn	£993bn	80%
2013	£5,011bn	£6,388bn	£1,377bn	78%
2016	£6,038bn	£6,728bn	£690bn	90%

Asset values have increased significantly due to investment returns performing better than forecast.

Liabilities have remained broadly static due to changes in actual pay and pensions inflation and changing assumptions and the basis of calculations:-

- pension increases have been limited to CPI;
- pay inflation has been lower than anticipated;
- life expectancy projection have been updated and whilst they have increased since the last valuation they have not increased by the forecast amount;
- the basis of assessing liabilities has been changed this year moving away from the link to gilts and moving to a link to CPI (had this not been the case the reduction in gilt yields would have resulted in a far greater liability).

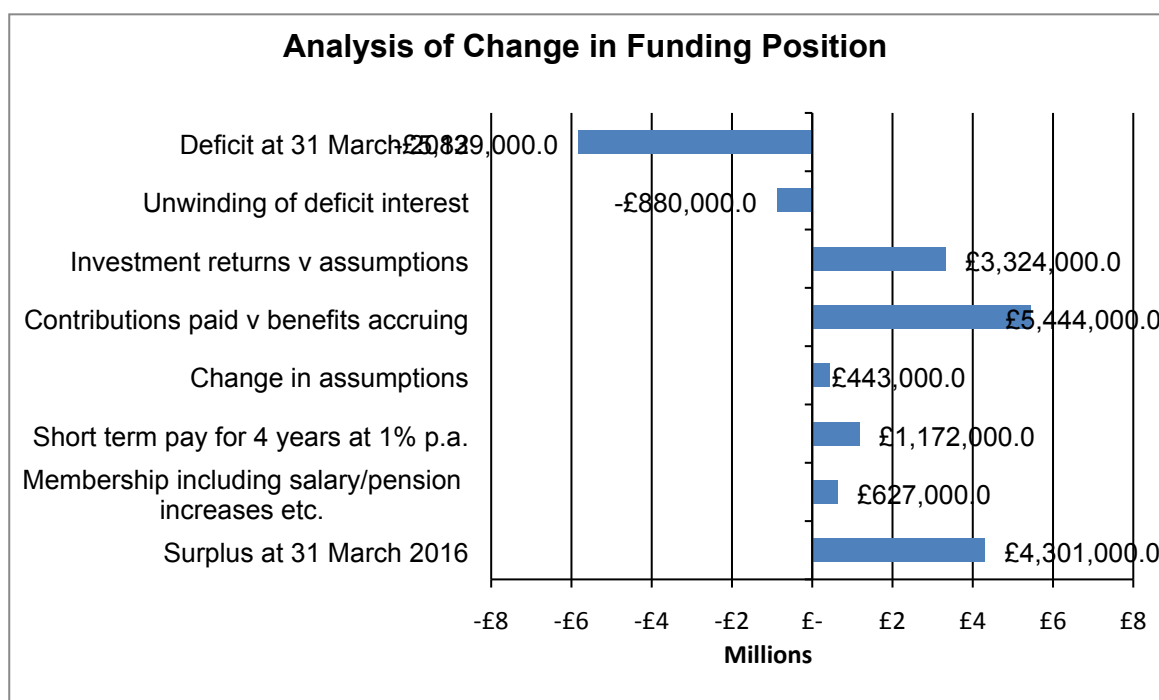
Despite this the majority of schemes are not seeing a reduction in their deficit recovery contribution as this is now being recovered over 16 years as opposed to 19 years (i.e. it has moved on three years).

Not only that but future service contribution rates are increasing reflecting updated assumptions going forward, particularly around real discount rates and removal of the 50/50 scheme allowance (previous assumptions assumed there would be a significant take up of members opting to pay 50% contribution and hence accrue 50% benefits but this has not proved to be the case with very little take up).

### Lancashire Fire Authority Fund

Our future service rate has increased from 12.8% to 14.7%, an increase of 1.9% which based on our current budgeted wage bill equates to £0.1m additional cost.

Our funding position has moved from a deficit of £5.8m to a surplus of £4.3m, this reflects the overall scheme changes highlighted above, and the additional contributions paid into the fund, and can be summarised in the graph below:-





It is worth noting that contributions paid offset by benefits accruing accounts for £5.4m of the reduction (this is the monies we set aside to pay off the 2013 deficit of £5.8m) the remainder of the reduction is due to investments generating £3.3m more returns than forecast with the balance, £1.4m, relating to the net impact of changing assumptions.

Valuation Date	Assets	Liabilities	Deficit/(Surplus)	Funding Level
2010	£23.5m	£28.5m	£4.8m	82%
2013	£31.5m	£37.3m	£5.8m	84%
2016	£43.6m	£39.3m	(£4.3m)	111%

All of the above indicate the extent of volatility that the valuation is subject to, and the difficulty in making medium term predictions.

It should be noted that the surplus is ring fenced for us, it cannot be used by others, and it will earn a return in line with the whole fund, which historically far outstrips our normal return, depending on what decision we make it will be available to offset any future increases that might occur when future revaluations take place.

## Options

Based on this the Authority needs to pay the new employer contribution rate of 14.7%, an increase of 1.9%, which based on our current budgeted wage bill equates to £0.6m an additional cost of £0.1m.

As the fund is now in surplus there is no deficit to pay off, resulting in a saving of £0.2m, this was already reflected in future budgets.

In terms of the surplus on the scheme the Authority has the following options:-

- leave the surplus in situ, to offset any future changes;
- drawdown all of the surplus over the 16 year recovery period, £0.3m per annum (this would still leave approx. £3.3m as a surplus at the next valuation, all other things being equal);
- drawdown the surplus to offset all of the future service pension contributions, £0.6m per annum (this would still leave approx. £2.3m as a surplus at the next valuation, all other things being equal, but we would need scheme approval to do so);
- drawdown part of the surplus over the 16 year recovery period, one option being to draw down a sum equal to the increase in future service contribution, i.e. £0.1m (this would still leave approx. £4.0m as a surplus at the next valuation, all other things being equal).

(Note, the actuary has also confirmed that it is possible to review the extent of any drawdown on an annual basis, subject to scheme approval.)

## Financial Implications

As outlined in the report

**Business Risk Implications**

None

**Environmental Impact**

None

**Equality and Diversity Implications**

None

**Human Resource Implications**

None

**Local Government (Access to Information) Act 1985**

**List of Background Papers**

Paper	Date	Contact
None		
Reason for inclusion in Part II, if appropriate:		

## **LANCASHIRE COMBINED FIRE AUTHORITY**

Meeting to be held on Monday 19 December 2016

### **ADRIAN THOMAS' INDEPENDENT REVIEW OF CONDITIONS OF SERVICE FOR FIRE AND RESCUE STAFF IN ENGLAND – FEBRUARY 2015**

**(Appendix 1 refers)**

Contact for further information: Bob Warren – Director of People & Development

Telephone: 01772 866804

#### **Executive Summary**

The Adrian Thomas Review on Conditions of Service (Appendix 1) was published by the Home Office on 3 November 2016. The report contains 45 key findings which need to be reflected on by the various elements of the Fire Sector (Government, LGA, CFA, Unions as well as individual authorities and services).

The Review is confined to Fire & Rescue Authorities in England (46) but has wider impact. The findings are grouped into five areas:

- The working environment;
- Documented Conditions of Service;
- Industrial Relations;
- Retained Duty System;
- Management of the Fire & Rescue Service.

This paper provides Members with knowledge of the Report, with an overview of LFRS' proposal to consider the content and a commitment to bring a more detailed breakdown to the February CFA.

#### **Recommendation**

The Authority is asked to note the publication of the Report and note that a detailed assessment of the Service's position against the findings of the Report will be presented to the CFA meeting to be held on 20 February 2017.

#### **Information**

The Adrian Thomas Report was commissioned by the then Fire Minister, Penny Mordant MP to review the barriers to change highlighted by Sir Ken Knight in the Facing the Future Report (May 2013) and was commissioned in 2014, being formally commenced in October 2014.

In the body of the Report, LFRS is cited as having been visited in the Review. In reality, Bob Warren was interviewed by Adrian Thomas on the recommendations of the Chief Fire and Rescue Adviser and a separate nomination by the LGA as an adviser to the National Joint Council. The discussion with Mr Thomas was therefore related to the general nature of the fire sector rather than specifics within Lancashire, although elements of the Service's good practice were highlighted.

The publication of the report in November 2016 is two years after the Report was commissioned and a number of comments made have now become historical in context, or overtaken. Similarly, LFRS can demonstrate its position in a favourable light in respect of many of the findings, as the Service/Authority did do in respect of the Sir Ken Knight Review. In effect, many of the issues directly in LFRS' control are being progressed within existing activity.

However, the Authority and Service should consider the thrust and direction of the Report in framing and further developing LFRS' main HR and organisational Development activities and it is proposed to undertake a gap analysis to identify the Service's position to inform that consideration.

This gap analysis will also probably be beneficial in future interactions with the proposed inspectorate regime.

### Key Themes

Employment costs are a significant element if not the majority of costs for all Fire Services.

The main findings are summarised in pages 12-18 of the Report.

The themes emerging for consideration in the sector are:

- How can some authorities make progress whilst others do not;
- Greater cross fertilisation of issues should be developed (institutional learning);
- The Conditions of Service and negotiation arrangements should be "modernised" including Role Maps and Duty Systems and content;
- Issues in respect of employee engagement including culture and trust, including equality & diversity and bullying and harassment issues;
- National Leadership development/standards;
- Remove the Right to Strike;
- Greater use of Retained Duty System;
- Future Recruitment.

The key strap line is "where change is common sense, it should become common practice".

Contained within the findings are many other areas such as governance and pay statements.

All the findings will be addressed in the report to the February CFA, but this is more of a context setting.

### **Business Risk**

Although the Report is being published well after both its commissioning and construct, it contains 'food for thought' in respect of our organisational development.

### **Environmental Impact**

N/A.

### **Equality and Diversity Implications**

Utilised correctly, the Report and any national response could assist the Service's approaches.

### **HR Implications**

Will be considered in the gap analysis report.

### **Financial Implications**

Any implications will be highlighted in the gap analysis report mentioned.

### **Local Government (Access to Information) Act 1985 List of Background Papers**

Paper	Date	Contact
Reason for inclusion in Part II, if appropriate:		

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# Independent review of conditions of service for fire and rescue staff in England February 2015

By Adrian Thomas

Adrian Thomas  
February 2015

(amended where appropriate for passage of time)



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# Foreword

I was delighted when Penny Mordaunt MP, the then Fire Minister endorsed my appointment to investigate further the barriers to change that had been suggested by Sir Ken Knight within his review of the efficiencies and operations of the fire and rescue authorities in England<sup>1</sup>.

The review launched formally in October 2014, although I had the benefit of it being announced a little earlier in the year. This gave me time to read and become familiar with the fire and rescue service prior to launching the fieldwork phase of the review (terms of reference are shown as appendix 1).

I was appointed as an independent reviewer, not being linked to the Government, the fire and rescue service employers nor any of the representative bodies. This independence has been challenged by both the employers and the employee representatives – although I sensed most of the objection was more from having a review imposed with little consultation rather than an accusation of potential bias.

Independence also meant that there was only one of me! Combined with limited time (an average of two days per week over five months, equivalent to just two months' full time investigation) to deliver the report led to the practical decision to appoint a small secretariat and technical advisory support from the National Fire Policy team. Additionally, I appointed (on a pro bono basis) PwC, to provide specialist input to the section that looks at the evaluation of the role, and pay, of Principal Officers. I have included their report in full in the appendices and drawn extensively from it in the section on Gold Book pay.

The overriding first impression I received of the fire and rescue service was of the particular dedication towards being a firefighter. Whilst many conversations, especially with front line firefighters, started with an element of suspicion and a degree of awkwardness, these soon melted away and the sense of passion and concern for their role and the industry came flooding through.

It is clear that the history of the service and the public's appreciation of the role of firefighter play heavily on the many people I met. It was also clear that the industry has been extraordinarily successful. Reducing attendance at fires and false alarms

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<sup>1</sup> Facing the Future, May 2013

by over 50 per cent in the last ten years<sup>2</sup>, becoming increasingly more efficient and undertaking a much wider range of activity than simply (if you can say 'simply') responding to fire calls. Despite all of this change it was somewhat surprising to find that 'conditions of service' had not been reviewed for some time.

As I travelled between fire authorities I was struck by the very different cultures I encountered. I found examples of clear, arguably inspirational, leadership and in other places a management team that seemed to struggle with direction setting and dealing with resistance. The one thing that perhaps struck hardest, early in the review, was the language being used to describe the relationship between staff and various layers of management (and indeed government). Often 'fruity', it went beyond banter to, in some places, vitriolic comments about the management, leadership and direction of the service. It is against this combative environment that I set out to explore, to unearth, the barriers to change identified by the Knight review.

The small team supporting me did so in addition to their 'day job', working extremely long hours to support the various visits, note taking and checking back with contributors. I am indebted to them as I am to all the individuals who met with me or contributed to one of the several surveys that provided input to the review.

I believe that there is a clear direction of travel emerging from this review: one that balances the superb but ever changing contribution the fire industry (and the people within it) make to our society with the resources that are available.

The challenge for the Fire and Rescue Service is to continue to build upon the passion of the people within the industry, to accept and accelerate change, reach out to new technology and working practices and get in front of the change curve.

Adrian Thomas  
Independent Reviewer for the conditions of service of fire and rescue staff in  
England

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<sup>2</sup> Table 1.1 Fire Statistics Great Britain: 2013 to 2014

# Approach to the review

It would have been easy to set myself up in London and taken evidence in a comfortable office environment. However I viewed this as a risk. It was clear to me that there were large differences in the scale and delivery of service of fire authorities and there was a risk that the review could be seen as being undertaken from a London/South east viewpoint and that the rank and file could be excluded from giving evidence unless I went to them.

As a result the fieldwork phase of data/evidence gathering reached out to 21 fire authorities, key players within government, the employers' representatives and all the employees' representative organisations. In addition I met with academic researchers, Skills for Justice, ACAS, the Fire Service College and diversity groups. I also wished to guard against evidence being gathered in a legalistic or court room environment – I wanted people to speak openly and my findings to reflect what I was hearing.

With this in mind I instigated a feature of this review, whereby when verbal evidence was gathered it was transcribed and returned to the individual for sense and accuracy checking and only then submitted to myself for inclusion in the review. As a result all the points I highlight within this review have come directly from within the industry (with the sole exception of the section on Gold Book pay).

It is clear that there has been a significant amount of change, particularly with reference to the declining number of fires attended around the various Fire and Rescue Authorities, with some instigating changes of approach and others maintaining a status quo in staffing and operational activity. This review had a clear mandate<sup>3</sup> to look at barriers to change (rather than change itself) and why successful change in one authority is not a guarantee of successful change within another.

The need for a 'conditions of service' review arose from the Knight Review. During his review Sir Ken Knight found what he identified as inexplicable differences in the expenditure of different fire and rescue authorities in England with the net result that some authorities were spending almost twice as much as others with little relationship between that spend and any reduction in demand for operational response. Sir Ken went on to consider what the options may be available to deploy, in reducing expenditure (noting that he believed there were opportunities to change operational practice, including minimum crewing levels and the ratio of senior officers to firefighters) without reducing the quality of outcomes for the public.

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<sup>3</sup> Terms of Reference - Appendix 1

Having noted opportunities for efficiencies (in particular crewing levels, 'on-call' firefighters, lean management, conditions of service, merger, spend to save projects, duplication in evaluation and procurement) the Knight review left it to others to identify how those opportunities could be realised in practice.

Sir Ken argued<sup>4</sup> that there were clearly barriers occurring that were hindering the progression of positive change and these should be investigated more fully, with the objective of unearthing the issues behind those barriers. Sir Ken clearly made those comments with 'conditions of service' in mind, however even a rudimentary evaluation of the evidence (previous research papers, submissions to the Knight review and initial desk research for this review) shows that some fire and rescue services/authorities seemed able to instigate change in this area successfully, whilst others appear to find excuses and reasons not to progress change. In particular the Grey Book, conditions of service and industrial relations are regularly cited as particular barriers to change.

It is now approaching 14 years since terms and conditions have been reviewed<sup>5</sup>, however arguably the need to consider changes to terms and conditions has been on the agenda since the review conducted by Sir Ronald Holroyd in 1970 over 40 years ago. Over this period a sizable library of studies and research papers has explored many aspects of the industry and yet there appears appetite to explore more. Sir Ken made the observation that there appeared to be little evidence of institutional learning and that as a result opportunities for replication and economies of scale are missed.

Clearly the time has come to move beyond research and reviews that identify/state the problem and look more closely at what is preventing positive change from occurring – to examine why change in one authority, which is described as common sense, doesn't spread through other authorities, becoming common practice. I make a differentiation between 'positive change' and 'change'. There is always suspicion around change and certainly I have regularly in my career come across the use of the words 'change management' as a euphemism for redundancies.

During my visits to Authorities and Fire and Rescue Services I was regularly informed that 'no good' will come out of this review. Any change will be bad for the workforce. In fact the level of noise and concern about change is such that I have included a section devoted to change. For the purposes of this review I use the word change in a sense where change is delivering the intended and clearly stated benefit

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<sup>4</sup> Chapter 2, paragraph 5: Facing the Future 2013.

<sup>5</sup> The future of the Fire Service: reducing risk, saving lives - Professor Sir George Bain 2002

and is not change for the sake of change or for the purposes of weakening relationships.

The review confines itself to the 46 Fire and Rescue Authorities in England (as at March 2015) – see map and outline of their governance structure at appendix 2 and 3. I was able to visit 21 of them (appendix 4). Those visited represented a cross section of authorities in terms of size, governance and geographical position. Whilst the primary evidence has been taken from these visits I have avoided making authority specific finding and the report should be read as applying to all 46 authorities. However it must be noted that the current national negotiating arrangements impact beyond England. Any findings and/or recommendations in this review do not consider the wider impact on non-English jurisdictions and should not be seen as recommendations directed at those jurisdictions.

## **Why change at all?**

Change and transformation in firefighting is something which has continued since its inception, and it has evolved to best support the order of the day. The modern day fire and rescue authorities are the product of many years of development and improvements. The first organised firefighting originated in Britain during the Roman invasion after AD 43, and we can be proud to say we have had firefighting in the UK for almost 2000 years.

During the Middle Ages, however, many towns and buildings simply burned down due to ineffective firefighting arrangements. Something needed to change. The catalyst was the Great Fire of London in 1666, leaving almost the whole of London smouldering in its aftermath.

The Great Fire had the effect of forcing change and helped to standardise urban firefighting. Never again would the fire service wait for devastation, but would adapt, plan and change in order to prevent catastrophe. That core mission of saving lives and preventing fires has never changed, but the way in which the service manages it has. Firefighters and the public want the service to be best equipped and managed in order to mitigate these risks. This has taken many guises in the fire service's history.

As is often the case, the next big catalyst for change was technology. In the 1850s the first reliable steam powered appliances were adopted by brigades which allowed a much greater quantity of water to be directed onto a fire. These were subsequently replaced by the introduction of the internal combustion engine in the early 1900s. In the UK firefighting came from volunteer brigades, town fire brigades, or private insurance companies, and it wasn't until 1938 that many of these were

amalgamated. Before 1938 there were between 1400 and 1500 small municipal fire brigades run by local councils in the UK. All local brigades and auxiliary fire service units in the UK were merged into the National Fire Service in 1941. The formation of the National Fire Service would ensure uniformity in much of the basic equipment used by the country's Fire Brigades during what was the busiest time ever in their history, the Second World War.

Following the end of the war the National Fire Service was taken over by local county authorities. The Fire Services Act (1947) became effective on the 1st of April 1948; this resulted in 148 county council and county borough run fire brigades. Change has therefore been at the heart of the fire service in the UK, and it has consistently stepped up to meet this head on to improve, for the benefit of all involved.

Since 1948 the fire service has adapted to external and internal variables. Change in technology, society, organisation, and even types of fires have all had their impact. The number of fire and rescue authorities now (February 2015) sits at 46 with London the largest and the Isles of Scilly the smallest.

But change is continuous and what I set out to achieve with this review is to ensure that fire and rescue authorities are best placed to meet the challenges of the 21st century. And that involves setting the best possible alignment between people, resources and demand for services. Conditions of service for staff are central to that requirement.

The Knight review<sup>6</sup> identified significant and sustained reduction in fires across the whole country. This, combined with an increase in fire safety and prevention activity, non-fire rescue and other resilience based activities amounts to fundamental change in both the level and type of activity undertaken by the Fire Service. Activity which has both reduced and changed since the current terms and conditions and role maps were created and last reviewed.

The direction of change appears to be continuing, with the reduction in fires attended continuing year on year. This is clearly good news, however the changing workload (effectively both reducing some activity and increasing other activity) is not being accompanied by a corresponding change in the approach to conditions of service, recruitment, training and industrial relations. The changing nature of the work, from firefighting to fire prevention is creating new roles and tasks. The equipment and tactics available and/or deployed is also changing. However it was alarming the number of times I came across reports that change is slow, being resisted or not happening at all.

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<sup>6</sup> Chapter 1, paragraph 1: Facing the Future 2013

Given the impact the fire and rescue service has over safety within the community or the survivability of an incident it was a surprise that I did not experience an industry that felt it was at the cutting edge of change but rather where changing practice was slow at best and being resisted at worst.

It should be transparent to the taxpayer that the service delivered to them locally is appropriate to the needs of the community and provides value for the budget assigned. Sir Ken alluded to the public's unconditional attachment to the fire and rescue service as a barrier to change. This is a conclusion that could easily be misconstrued. Gaining and holding the public's trust is vital for any service that is accountable to the taxpayer. Many public services would value the recognition and support the fire and rescue service gets from the population it serves.

The barrier to be explored is why the fire and rescue service isn't exploiting this valuable position of trust to lead and influence the public in the way they provide, and intend to provide the service in the future.

Accepting the need to change and the barriers to that change leads to a number of questions: -

- 1) Is the demand for services, the public's expectations of service and capability of the fire and rescue service clearly articulated and communicated?
- 2) Is the culture with the fire and rescue service conducive to change?
- 3) Is the current structure appropriate to the local fire authority requirements in terms of staffing (both whole-time and retained)?
- 4) Does the changed workload allow for increased training and remit and a wider deployment model – a good example being technology introduction or co-responding?
- 5) Are there real or imaginary barriers to change? If real what are they?
- 6) What measures are needed to enable necessary change?

Evidence into the review was pulled from four distinct sources

- 1) Questionnaires: Distributed to fire and rescue authorities, fire and rescue services and firefighters
- 2) Written submissions: Employee representative bodies, individuals, employer representatives
- 3) Desk research: Previous reports, studies and reviews
- 4) Visits: Personal visits to 21 Fire and Rescue Services with evidence received from elected members, principal officers, senior management, employee representatives, representative bodies and firefighters.

The decision on which fire and rescue authorities to visit was generated in part by the response to the initial questionnaire, in part by informed opinion/advice of the



Government's Chief Fire and Rescue Adviser and in part by invitations received. The adoption of this approach enabled a representative cross section of fire authorities to be visited.

# Executive summary and Key findings

## Executive Summary

Conditions of service underpin the employment of the workforce. As employment costs typically make up a significant (and usually the majority) of any organisation's resources and budget it is unsurprising that focus should fall on the effectiveness of the workforce in delivering the strategic intent. If change needs to happen it usually needs to happen quickly so that systems and processes can be improved and benefits realised.

Conditions of service also affect people directly. Most people end up living, organising their life and spending in alignment to their work and income. Any change to this can be felt not just by the worker but their family as well. As such there is sensitivity, and much legality, around how conditions of service are deployed and any desire to change them.

In this report I have followed conditions of service and the areas of the employment and operational relationships that they impact. I have come to conclusions, findings and recommendations that impact on:

- The working environment
- Documented conditions of service
- Industrial relations
- Duty systems
- Management of the fire and rescue service

These conclusions, findings and recommendations are contained within the commentary of the review and extracted below. First, however I have extracted what I believe should be the initial priorities. These are: -

- I. There is much re-building to be done around **culture and trust**, including addressing the concerns around bullying and harassment. This also has an obvious relationship with equality and diversity. Everyone deserves a work place free from bullying where employment and progression is on merit and free from bias. The fire service needs inspirational leaders able to deliver a high performing, engaged workforce. Where I found these leaders during my fieldwork visits I also found positive industrial relations. Understanding and surfacing the differing levels of industrial relations

culture and trust is vital to moving forward in these areas. A service wide engagement survey focused on culture, equality and trust should be conducted on an annual basis. Management performance objectives should be 'hard wired' into this survey. Whilst embedding changes in management culture may take time, I believe the implementation of employee engagement surveys and amendments to management objectives could be taken forward by each fire and rescue authority and implemented relatively quickly.

- II. The **retained duty system** offers significant opportunity to align resources to risk at a significantly lower cost than maintaining full time cover at times of low level risk and activity. However the difficulties in recruiting retained duty system fire fighters were repeatedly communicated to me. In addition to supporting a national recruitment and communication programme Government should bring forward legislation that extends employment protection (as enjoyed by military reservists) to fire fighters engaged on retained duty systems and part-time contracts.
- III. Conditions of service are currently documented in the Green, Grey and Gold books. My review makes no recommendation as to the Green Book. However, I find very little value in capturing conditions of service in the **Gold and Grey Books**. I found the Gold Book to be redundant, unread and unused in virtually every authority I visited or which responded to my questionnaire. I recommend that the Gold Book is discontinued and that the employers and representative bodies implement this recommendation as soon as is reasonably practicable. The Grey Book is held by fire fighters as a key foundation or anchor for their conditions of service, even though in most fire and rescue services there are local derivations away from the national provisions contained within it. Employers repeatedly pointed out to me either that the Grey Book was a barrier to alignment of conditions of service with local delivery or that they had managed to change locally the conditions of service despite the Grey Book. Either way it appears to me that the Grey Book should be slimmed down. Consideration should be given by the employers, in consultation with representative bodies, as to replacing the Grey Book with a contract of employment at the local level, supported by an employee handbook. Base Pay (see section on training) should remain national but all other conditions of service should have a more regional/local flavour and I recommend that the national joint council takes action to explore how such a system could operate in practical terms.
- IV. The description of **role maps and duty systems** in the Grey Book creates inflexibility in the deployment of fire fighters in support of the local

Integrated Risk Management Plan. Roles maps are too restrictive and duty systems within the Grey Book in many fires and rescue services do not reflect the changing activity from response to prevention. Both the list of role maps and the pre-determined duty systems should be removed from the Grey Book by the employers, in consultation with representative bodies.

## Key findings

These key findings are lifted from the end of each section and listed here for convenience and ease of reference. The evidence and context behind the recommendation is provided in the relevant section.

- **The working environment (section 4)**
  1. Culture and trust are at the centre of many of the changes required to create a high performing service aligned to the needs of the people it serves. A consistent employee engagement survey should be developed and deployed across the service (allowing inter authority comparisons) and 'hard wired' into management objectives.
  2. Early engagement with employee representatives at the earliest opportunity should be a feature of all change programmes.
  3. Fire and rescue services should deploy training in effective change management, leadership and employee engagement in addition to Industrial Relations.
  4. Increased importance should be placed by fire and rescue services on employee communication - appropriate management training and processes (direct to employee) should be implemented
  5. Fire and rescue services should instigate audits of the flow of management information reaching the workforce with the aim of improving the flow of information to the frontline firefighter
  6. Management performance objectives should be hard wired to the results of an annual employee engagement and communication survey.
  7. Unconscious bias training should be rolled out across the fire and rescue service.
  8. The leadership of the Fire and Rescue Service (represented by the Local Government Association and Chief Fire Officers Association) and the

employee representatives together with special interest groups representing woman and black and minority ethnic firefighters should publish a memorandum of understanding as to how people will be treated.

9. Research should be directed at how the cadet scheme could be utilised to widen the diversity of the service and how the interest in supporting the fire service can be maintained when the cadets leave the scheme (impacting both equality and potentially the retained duty system).
10. Each fire and rescue service should maintain an active register of firefighters with second jobs. A refusal or failure to declare a second job should be treated as a serious disciplinary matter.
11. Implement a single technological/equipment evaluation facility.

- **Documented conditions of service (section 5)**

12. The fire and rescue services in conjunction with the Government should create a national communication programme highlighting the range of activities and skills beyond fighting fires currently undertaken by firefighters. The aim of this would be to raise public awareness that creating a flexible fire and rescue service aligned to prevention is key to increasing safety in the local community.
13. Slim down and modernise the Grey Book, removing duty systems and reference to role maps and national occupational standards and replace with contracts of employment.
14. Minimum night time shift hours should be removed from the Grey Book
15. Disagreements regarding additional payments, collaborations or implementation of new technologies and working practices should be resolved locally without resort to the national advisory panels.
16. The national employers, government and employee representatives should, in support of establishing a changed culture (as detailed earlier), meet and agree a re-defined national joint protocol on industrial relations.
17. The ability to compulsorily move an individual from the flexible duty system should be introduced.

- **Industrial relations (section 6)**

18. The National Joint Council should be retained for the purposes of national pay bargaining for basic pay whilst reforming itself to represent employers and employees on a more local basis for all other conditions of service including incremental pay for acquiring competences beyond 'safe to ride'.
19. The National Joint Council should consider operating regionally to reflect the requirements of the different fire authorities whilst retaining a national umbrella with respect to basic pay
20. Remove Technical Advisory Panels and Resolution Advisory Panel and replace with a direct to ACAS approach. Fire and Rescue Authorities are undertaking a significant amount of local negotiation as they agree positions out with the Grey Book locally and this will not significantly increase workload or cost – in fact the Knight review suggested that local negotiations save money.
21. The Government should recognise the increasing view that the current right to withdraw labour (take strike action) is incompatible with the expectations that the public has of an emergency service. As such Government should bring forward appropriate legislation to remove the protection afforded under the Act to unions when their collective strike action, or action short of strike, impedes the fire and rescue service from making an emergency response. The right to strike being retained for non-emergency activities.
22. If the Government determines not to bring forward legislation to restrict the right to strike then Government should instigate consultation with a view to agreeing with employees impacted a no strike agreement in emergency situations. The right to strike being retained for non-emergency activities.
23. The chair of the National Joint Council should instigate an independent review of the structure and representative make-up of the National Joint Council to enable it to perform effectively at both a local and national level – noting that a number of contributors, from both the employers and the representatives, felt that they were excluded from the council.

- **Retained Duty systems (section 7)**

24. Fire and Rescue Authorities should adopt duty systems and staffing which align fire fighter availability to the planned work load (e.g. community safety) whilst providing response cover appropriate to the Integrated Risk Management plan should be encouraged.
25. Fire and rescue authorities should be required to provide an annual statement on the use of retained firefighters. Any decision not to use or to cease to use

retained firefighters should be communicated in this statement and underpinned with operational evidence provided by the fire and rescue service.

26. As part of the annual statement fire and rescue services should be required to provide an annual commentary on the number and use of retained firefighters. And in particular to report on the level of mixed crewing or co-working with wholetime personnel.
27. Legislation should be brought forward to provide employment protection to fire fighters employed on the Retained Duty System. This legislation is already in place for other groups (military reservists, magistrates and so on).
28. A national awareness programme for retained duty system personnel should be produced.
29. Trial and evaluate, in a limited number of fire and rescue services, the use of an annual bounty payment for employers of retained firefighters.

- **Management of the Fire and Rescue Service (section 8)**

30. Fire authorities should keep the number and level of commitment of fire authority elected members under review. The right number may differ by authority but should be large enough to allow scrutiny without becoming burdensome on operational delivery.
31. Recruitment and selection academic standards should be immediately raised.
32. Fire and rescue services should create critical mass by collaborating in recruitment including lateral recruitment into 'fast track' management programmes.
33. Fire and rescue services should explore a collaborative approach to the creation of succession plans and senior leader programmes with more cross authority developmental moves
34. Where collaboration could lead to more formal mergers, Government should find transformational funding to support the creation of larger fire and rescue services that offer critical mass in areas of technology introduction, recruitment, succession and development.
35. Fire and rescue services should maintain an up-to-date strategic workforce plan.

36. Fire and rescue services that cannot offer promotional opportunities away from the original place of work/watch then preparatory management training should be available as part of a strategic workforce development plan.
37. The expectation that all fire fighters attain the same, maximum, level of competency should be removed. The wide and increasing range of roles and activities undertaken by fire fighters calls for a more sophisticated alignment of capability with the activity required in support of the local Integrated Risk Management Plan than can be provided by the view that 'a fire fighter is a fire fighter'.
38. Training and pay should reflect a 'safe to ride' measure – basic core skills and core pay followed by competency based increments as required (which in the event of losing that competency means that the fire fighter retains their job albeit without that competency).
39. To create and maintain (in the face of decreasing numbers) a cadre of managers capable of becoming future fire and rescue service leaders, a standardised industry wide approach to leadership development should be adopted.
40. Fire and rescue services not using the Executive Leadership Programme should reconsider doing so.
41. A lateral, industry wide, recruitment scheme should be created. This will fast track managers through the experiential requirements and into senior roles.
42. The Gold Book (conditions of service for principal officers) should be removed along with that for Brigade Managers. With pay and conditions of service agreed locally subject to the introduction of a more sophisticated job evaluation programme that better reflects job size, role complexity and other duties in a way which allows inter authority comparison.
43. All fire and rescue services and fire authorities should review the accessibility of their pay policy statements.
44. The Chief Fire Officers Association should consider increasing the term of office for the role of president from 1 year to 2 or 3 years – to provide increased stability of leadership.
45. Finally all participants in the fire industry should adopt the principal of: -  
“Where change is **common sense** it should become **common practice**”



# Chapter 1: The Working Environment

## Section 1.1: The role of the customer in defining working practice

It was particularly interesting to ask 'who is the customer?' - The question was met often with astonishment, perhaps even incredulity, as I was told the answer is so obvious I shouldn't even be asking the question.

But the answer wasn't obvious and it wasn't even consistent.

Examples included: -

- The person dialling 999
- People who need us
- The public
- The fire authority
- The taxpayer
- Everyone
- The Government

Perhaps the confusion is explained more by the role the fire and rescue service is being asked to perform - or rather, the role they are seizing the opportunity to perform.

If the fire and rescue service is seen as a response service (emergency blue light response underpins the structure, training, equipment, shifts, conditions of service) then considering your customer and therefore your focus of activity in this light is entirely reasonable.

However if your day to day focus and energy is on wider community safety activities, it is not surprising that a wider concept of customer is utilised.

So the working environment becomes one of a choice between a 24/7 response that does community safety in so called 'spare' time or an organisation focused on increasing the community safety activity and providing a response if required. These two environments are not mutually exclusive but provide the extreme ends of a spectrum.

I have not tried to evaluate which is the best approach, rather I believe it explains the wide difference in approaches witnessed when visiting authorities and fire and rescue services and why some (for example Greater Manchester) are starting to think of themselves as an emergency service rather than a fire and rescue service. Of course both community safety activity (prevention) and emergency response are important but the focus that is applied to each can drive decisions that impact conditions of service.

An example of this is the approach to shift working. If the focus of the service is purely response then a shift pattern that provides equivalent resources day and night, seven days a week is a sensible approach (assuming call outs are evenly spread). However, if the focus is community safety then you need resources available for deployment when and where the community safety activity is undertaken – numbers are biased towards day time working, Monday to Friday. The consequences on the deployment of staff are clear to see.

## Section 1.2: Change management

Overall, the ability to drive change is limited by the way fire and rescue authorities manage the change process – it is inconsistently applied between authorities and there is little evidence that successful change in one authority can be adopted and delivered in another. This problem is perhaps compounded by confusing relationships between national negotiating bodies, local management and central government.

Individual fire and rescue services are required to operate within the constraints of the local Integrated Risk Management Plan – changes to the plan are subject to public consultation. Unless the reasons for change are communicated in an effective and convincing manner the likely public response will always default to the status quo.

This is perhaps evidenced best when operational evidence points to a change in the number of fire engines required at a particular station (or even the re-designation of a station from whole time to retained) and yet a public campaign arises to ‘save’ the station. It was even put to me that it would be easier (from the perception of the general public) to close a children’s ward at a hospital than close a fire station. The apparent focus of the community being on the visibility of the appliances and the people rather than activity. Indeed a number of elected councillors suggested that they feared being voted out of office if they supported a station closure, regardless of the rationale behind the decision. Effectively, honestly and transparently communicating the reason for change is essential to gain the public’s support.

There was clear correlation between those authorities who were reporting that they could achieve change, despite the current conditions of service/Grey Book, and the point at which they appeared to engage with the employee representatives. Early positive engagement with the trades union was a precursor to a successful outcome. Across the authorities I visited it was not unusual for both the management and union representatives to argue how positive their relationship was whilst also recognising that there was a national dispute occurring. Understanding and appreciating the local conditions, finances and risks, I felt on many occasions that the employee representative was actually the project implementation manager.

“The attitude of some service management teams, who seem reluctant to engage with trade unions on a problem-solving basis. Proposals for change often appear as a ‘fait accompli’ after being developed without engagement or consultation with representative bodies”<sup>7</sup>

In many authorities, I found a great deal of resistance to change from both the employee representatives and firefighters themselves. The clear sense was that some of this resistance was ideological – coming from a political or even class standpoint. I found it very direct and pointed. Time and time again I was told that trust had been lost, that they (firefighters) were not prepared to undertake other workers’ jobs (a reference to co-responding with the ambulance service) and that it would take a generation to repair the damage of the latest dispute.

Despite these strong views I also found, surprisingly, acceptance that change would take place, recognition that there had been a great deal of change in the past twenty years and that change would continue. Indeed, on more than one occasion I was told that the firefighters expected that they would gain paramedical skills in the future. The resistance and concern appeared to centre around the way change was being introduced and the apparently continual “salami slicing” of resources (finance and people). There was a strong message of ‘tell me what you want to achieve and make it an end point’. The reluctance to move to agreement was simply because another request for efficiency, and another, and another would follow.

Whilst I found these views in a number of places, there was a change the further from London I travelled. It was also noticeable that it was usually the smaller authorities where change happened smoothly and employees seemed attuned to the need for change. Distance from London was by no means a rule but distance did seem to allow a greater degree of independent thinking, more flexible thinking, and acceptance of change, from the employee representatives.

More relevant perhaps was the ease and frequency of communication. The employee representative organisations, and in particular the Fire Brigades Union,

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<sup>7</sup> FRS Review of Pay and Conditions, Submission from the Fire Officers’ Association 2014

demonstrate excellent communication skills - in some instances exceeding the reach of the management teams.

Clear messaging is key in communicating any activity, whether it is information about the organisations finances, a management briefing or a trade union memorandum. Whilst it was clear to see the effort put into communications by the different trades unions I found a casual acceptance by senior management in some authorities that first or second line managers were not passing communications through to frontline firefighters and this was okay. Further examination would be necessary to understand if this was deliberate (as in managers not supporting the communication) or if it is simply poor administration. Where this was recognised as deliberate (for example the communication is contra to the position of the trade union) I saw senior managers establish alternative communication systems (circulars, brochures, direct to staff communications) in addition to relying on a traditional management cascade.

I also found a general acceptance that communication could be better. However I did not see the underlying issue being dealt with. This is a gap and should be addressed.

The question in my mind is not should change happen but rather why change in one authority is not happening in another? There are good summaries of changing working practices detailed in *Fire and Rescue Services: Going the extra mile*<sup>8</sup>. This 2011 report identified 19 case studies across 23 fire authorities, and yet none of these were mentioned (other than within the originating authority) when I completed my fieldwork in autumn 2014, some three years after publication.

The general acceptance that change requires duplication of the implementation process is wasteful, time consuming and difficult to understand.

Regardless of the many types of organisational change, the critical aspect will be the fire authority's ability to win the buy-in of their employees and the wider stakeholders on the change. Currently the culture is one of resistance to change. Multiple layers of employee representation and local fire authority committees question the 'need' for change rather than questioning 'how' the change will be delivered.

Effectively managing organisational change is a four-step process:

1. Recognising the changes in the broader environment that call for the change (for example the decreasing number of fires).
2. Developing the necessary response for the changed environment (for example a strategy on taking on wider activities – fire safety, co-responding

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<sup>8</sup> <http://www.fitting-in.com/reports/LGA%20going%20the%20extra%20mile.pdf>

and so on).

3. Winning the support of employees and stakeholders (a strong persuasive argument for the appropriate adjustments).
4. Implementing the appropriate training to support the change.

**Change (of any type) should only require validation once prior to roll out.**

Justifying change multiple times (and there are 46 authorities) will inevitably lead to inefficiency in implementing that change. The military has established effective decision making tools to assist in change management – see for example the Land Warfare Centre, Warminster where suppliers are challenged to demonstrate how effective any equipment change is compared to the current issue.

Where change is **common sense** it should become **common practice**.

## Section 1.3: Culture and Trust

It was surprising to witness in so many places an aggressive resistance to change. Extremely combative language (the language of conflict – fight, strike, defend, slash, cut, stich-up – and the fruitier versions) were encountered during many visits. These seem to reflect the level of trust between the frontline workforce and management above. Not all visits were the same: some directed anger at the Government rather than their management, others seemed well informed of the local authorities' financial position and high levels of trust and respect for the management team was observed. The question here is why some fire and rescue authorities are in such a different place with respect to trust and when trust is in a good place, why the practices that generated that trust aren't being rolled out across those authorities who appear to have a less favourable climate.

In a similar vein to change management I found that the operational culture and levels of trust were often authority rather than industry specific. I found that there were vast differences in management/firefighter relationships. As reported above, some firefighters also took the opportunity to report a severe breakdown in trust, whilst others were able to demonstrate maintenance of harmonious local relationships despite the national dispute. Strength of representation and degree of early involvement of that representation especially in change also showed some correlation to the overall culture. Also identical to the change management comments above, the quality of management information reaching firefighters also varied by authority. In most cases the quality and speed of Fire Brigades Union communication was excellent.

Team working within the various levels (front line to senior management) also came across as excellent. The watch system clearly contributes to the strength of team working at the front line firefighter level (in the Fire Brigades Union YouGov survey, 96 per cent of respondents said the watch system is crucial to teamwork). However, in some authorities there did not appear to be a common thread of corporate information running down through the organisation - this was often manifested in communications not reaching front line firefighters.

Culture and trust is underpinned by effective communication and genuine employee involvement. Increased and genuine involvement by employee representative bodies (trades unions) early in any change process is essential not just to deliver that change but also to create the right environment for that change to be successful.

Culture and trust are at the centre of many of the changes required to create a high performing service aligned to the needs of the people it serves. A consistent employee engagement survey should be developed and deployed across the service (allowing inter authority comparisons) and 'hard wired' into management objectives

## Section 1.4: Bullying & Harassment

Much has been made of the culture of bullying and harassment within the Fire and Rescue service.

During the fieldwork phase virtually all the conversations I had about bullying and harassment suggested it occurred elsewhere. Each authority (and representative bodies) were able to cite individual cases and I am in no doubt that there have been some serious instances of bullying and harassment but I was completely unable to align the number of people claiming to have been bullied or harassed with the number of actual complaints submitted under the relevant policy or directly to the police.

The variance in numbers is shocking. In both my survey and that conducted by the Fire Brigades Union around 40 per cent (that's equivalent to 2 in 5 firefighters responding to the survey) claim to have been bullied or harassed. Extrapolate that into a figure for the whole service and that would equate to around 16,000 firefighters saying that they have been bullied or harassed. However actual submitted complaints were dramatically lower, amounting to single figures in each authority.

So lots of noise about bullying and harassment but hardly any (relative to the noise) taking formal action.

Interestingly amongst Green Book staff UNISON in their submission to my review indicated a much lower figure of 16% of staff claiming to have been subjected to or witnessed bullying and harassment (although I do accept that UNISON asked for examples of such experiences within the last 12 months). Just 1 in 6 people felt that the management dealt with their complaint effectively.

During the fieldwork I spoke to firefighters, representatives and managers about these large numbers claiming bullying and harassment and what were the possible reasons behind the response. I formed the view that an extremely wide definition of bullying and harassment is needed even to comprehend the scale of the claims.

That definition needs to accommodate physical violence at one extreme and annoyance at legitimate management or union instruction at the other. Between these two extremes there is, effectively hidden within the numbers, a range of behaviours that is causing the level of response that is being reported in the surveys. This is particularly worrying and raises the possibility that genuine cases are not being recorded or that people do not feel raising a case formally will benefit them.

I heard from a number of people, not least a delegation of female firefighters who had also met with the Fire Minister, that bullying and harassment is a daily feature of being a firefighter. I was given examples of union members attempting to intimidate non-striking firefighters and also I was presented with claims that management were deliberately undermining and targeting union officials. Little wonder that 40 per cent claim there is bullying and harassment in the workplace.

As part of the information gathering phase I asked fire authorities to forward to me their policy documents that covered bullying and harassment. I have reviewed all the documents I received and found them current, comprehensive and consistent in stating that bullying and harassment has no place in the workplace. It is not the policies and procedures that are failing to deal with the issue of bullying and harassment.

The conclusion I draw from the range of conversations across multiple authorities was that a significant proportion (probably the majority) of the 40 per cent is unrelated to genuine bullying and harassment but rather unhappiness with relationships, with probably the largest proportion being firefighters viewing a management instruction as bullying behaviour.

However, even one person being bullied or harassed is one too many and whilst I was pleased that every authority contributing to the review was able to point to policies and procedures in place to manage allegations of bullying and harassment it

was disappointing not to find specific action to drive the cultural change clearly needed to bring down the numbers who 'feel' they are being bullied and harassed.

Improving the culture of the workplace and creating more respectful relationships, challenging the 'it's only banter' of the watch culture and replacing with 'everyone is valued' is critical to the future effectiveness of the fire and rescue service.

A more diverse, flexible, safe service needs everyone to respect each other. There is no place for bullying and harassment either between individuals, union to management or management to union.

The cost of 40 per cent of the workforce feeling undervalued by reason of bullying and harassment is not recorded, but likely to be huge. It will manifest itself in demotivation, sickness, frustration and formal proceedings. It is a cost that should be addressed and will allow the genuine cases of bullying and harassment to be dealt with without being hidden by the noise from the 40 per cent.

The leadership of the Fire and Rescue Service (represented by the Local Government Association and Chief Fire Officers Association) and the employee representatives together with special interest groups representing woman and black and minority ethnic firefighters should publish a memorandum of understanding as to how people will be treated. This should be supported by an annual engagement survey (see above) with results 'hard wired' into management performance objectives.

## Section 1.5: Equality

There were a number of submissions and many conversations covering equality during the fieldwork phase. It is fair to say that the contributions primarily focused on gender and ethnicity; although I am aware of concerns being raised about sexuality<sup>9</sup> these were not put to me during the data gathering phase of this review.

Despite an enormous amount of positive activity around equality since 2000 and the creation of multiple task forces, forums, interest groups and strategies there have only been small in-roads made in making the fire and rescue service representative of the populations it serves.

In the post war (World War II) period there were very few women operational firefighters until we reached the 1980s. But it wasn't until around 2000 (at which point women represented 1.4 per cent of the firefighting force) that progress to increase the proportion of female firefighters commenced in earnest reaching almost 4 per

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<sup>9</sup> <http://www.fbu.org.uk/news/2015/02/preliminary-agenda-fbu-conference-2015/>



cent by 2010 and 4.3 per cent now. Similarly back in 2000 1.5 per cent of firefighters defined themselves as from a minority ethnic community. By 2010 this had more than doubled, to 3.7 per cent of the workforce – not representative of the population but a move in the right direction. It has not improved since then.

Was the cause a failure to address the issue? In evidence submitted to me the employee representative organisations firmly laid the responsibility for the lack of progress at the feet of Government, quoting the abolition of the equality and diversity strategy for England early in this Parliament as the prime cause for failure to make progress. However, it seems to me that progress was slow both prior to and post 2010.

In the decade 2000 to 2010 we had (amongst other surveys and reports):-

- Equal Opportunities Task Group (2000)
- Toward Diversity 1 (2000)
- Toward Diversity 2 (2001)
- Equalities and Cultural Change Advisory Board (2001)
- Equality and Diversity Programme Board (2006)
- Equality and Diversity Stakeholders Group (2006)
- National Equality and Diversity Strategy (2008)
- Chief Fire Officers Association Equality Survey (2008)
- Equality and Diversity Report (2009)
- National Equality and Diversity Delivery Partnership (2009)
- 2010 Equality and Diversity Report

The Fire Brigades Union in its submission to me suggested that equality and diversity has been largely ignored by ministers, senior civil servants and others within the fire and rescue service. While some progress has indeed been made the evidence suggests that it is the failure to attract a diverse workforce and possibly the existence of sexist, racist and possibly homophobic bullying causing some (albeit small numbers) to leave the service that is the root cause behind the lack of growth in the diversity ratios. Indeed as evidence presented to the Fire Minister in late 2014, and presented to me as part of this review, has made clear sexist bullying is still a feature of the service.

The solution is not in the creation of committees, forums or papers – but rather a change in the culture and an acceptance that women, ethnic minorities together with all groups that make up the diversity of the working population have a place in the fire and rescue service. This acceptance needs also to extend to evaluation and suitability for promotion. The root cause of discrimination is not necessarily deliberate action by an individual but rather a level of unconscious bias that results in

impact that can be misunderstood or that the individual does not realise the impact of their actions.

Unconscious bias training should be rolled out across the fire and rescue service.

If the culture is right and recruitment and promotion prospects are fair then selection and progression will be on talent and ability alone and the percentages will eventually change.

Clearly, I accept it is difficult to change numbers when recruitment activity is low – this is covered in the section on recruitment. However preparations can be made for future change. I will cover recruitment in more detail later, but there is one section of the fire and rescue service that has a higher deliberate turnover of individuals (the cadet schemes) and these could be deployed in support of greater future equality in the service.

More research should be directed at how the cadet scheme could be utilised to widen the diversity of the service and how the interest in supporting the fire service can be maintained when the cadets leave the scheme (impacting both equality and potentially the retained duty system).

## Section 1.6: Second jobs

During a number of the fieldwork visits the impact of second jobs on activities undertaken by firefighters was raised.

Second jobs appear to be defined as paid activity undertaken by whole time firefighters outside of normal working hours/shift systems. It is on a par with 'beds' as a reference to the amount a spare time available to a firefighter and is often used a 'jibe' or 'taunt' towards the fire and rescue service.

The Fire Brigades Union also specifically raised this point in their direct submission to the review when highlighting the difference between inflation and pay rises (from June 2009 to June 2014 wages have increased 3.25 per cent, whereas inflation, as measured by the Retail Price Index, is 17 per cent over the same period) and by inference suggesting that firefighters had taken second jobs to cover the reduction in purchasing power. However I believe this is a distraction. During my visits I did not encounter a single firefighter who suggested they were looking for or took second employment due to inflation exceeding pay rises. I was unable to test this further as I was not presented with equivalent evidence of second job rates decreasing when wage growth exceeded inflation.

The second job declaration rate was fairly consistent across all authorities at between 30 per cent - 40 per cent of staff stating that they had a second job (the

highest was 85 per cent). It was also generally accepted that this official declaration rate understated the true level of those with second jobs.

Regardless of whether the true figure is 40 or 80 per cent all firefighters are supposed to declare if they have a second job. I found very few examples of managers declining a firefighter's request to undertake a second job. Given that managers have this power and choose not to use it (and the insignificantly low number of occasions where it was reported to me that second jobs may have had an impact on operations) I do not propose that, currently, second jobs should be restricted any more than they are at the moment.

However fire and rescue services should seek to improve the quality of information on staff with a second job. Workplace change or re-structure should not be hindered by the fact that firefighters have second jobs. Managers must be prepared to refuse permission if a second job is seen to hinder the provision of fire and rescue duties.

It was also true that a significant number of personnel undertaking second jobs in each fire and rescue service were whole time firefighters undertaking a second job as a retained firefighter either in their own or neighbouring service.

The Fire Brigades Union also makes a very strong point about second jobs and retained firefighters in their submission to me:

“The ‘second job’ slur is particularly offensive to **retained firefighters**, whose fire service role is indeed their additional employment, which they have to fit around their primary career. Constant demagogic criticism of firefighters’ second jobs delegitimises the irreplaceable work retained firefighters do in serving their communities”

I am in general agreement with the points made on second jobs by the Fire Brigades Union. Allowing second jobs as retained firefighters is a crucial element in the tool kit for authorities to meet the Integrated Risk Management Plan with the resources they have available.

Later in the report we will look at the impact of Retained Duty Systems and the issues faced by fire and rescue services around the recruitment and retention of On-Call firefighters.

Utilising existing, trained, firefighters on second contracts in support of the retained duty system will enable cost effective shift systems whereby training can be accommodated during full time hours and response maintained on an On-Call basis. So rather than discourage second jobs I suggest that full time firefighters be encouraged to seek second jobs – as retained firefighters.

Given that the Fire Brigades YouGov survey indicated that the overwhelming majority (89 per cent) of firefighters with a second job would give it up – this is an

opportunity for employers to reflect the efficiencies indicated in the Knight review by increasing the numbers of Retained Duty System firefighters without incurring recruitment, training or retention costs.

Whilst many Retained Duty System firefighters are drawn from the ranks of the full time workforce it would be naive to believe that hundreds or thousands more will simply sign up. Given the financial benefit highlighted in the Knight review, Fire Authorities should consider a 'spend to save' approach around the remuneration of the retained duty system. Likewise the national employers should consider the re-introduction of a bounty payment (payable to both employee and employer) reflecting the commitment to hours on call and training.

## Section 1.7: Technology

Many fire and rescue services presented evidence on innovation and change. Often this was linked to the introduction of new technology or systems of work (e.g. COBRA cold cut technology)<sup>10</sup>. The introduction of new technology or the exploitation of existing technology opens up new ways of working and can challenge existing assumptions, training and conditions of service.

It was very noticeable that there was a resistance to change in many of the conversations – albeit I believe for differing reasons.

In some cases the resistance felt more like a 'not invented here' mentality, or from a representative viewpoint the response was commonly 'it's not in the role map' or from many of the elected members "the time isn't right".

It was also clear that technology and equipment enhancements are evaluated multiple times and some services took pride in telling me about their evaluation procedure on something that had been operational elsewhere for many years.

However, I struggle with the concept that money and resources should be deployed to evaluate a product or practice that had already been through operational acceptance procedures in another fire and rescue service. Quite often, as I have stated before, the common sense solution is often the right solution and should become common practice. The common sense solution here is fire and rescue services and fire authorities accepting the professionalism of their colleagues in other services.

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<sup>10</sup> Cobra is a firefighting system developed by Cold Cut Systems of Sweden – see appendix 5

If resistance to using the best equipment for the job with the resources available is because the change could impact conditions of service then that resistance is wrong.

It would be bizarre if each hospital in the NHS undertook its own drug trials before prescribing to patients and yet this is effectively what happens, currently, in the Fire and Rescue Service.

There was a concern from some that centralised training or a centre of excellence for equipment evaluations would be a significant cost increase. Certainly the reducing level of support and usage for the Fire Service College from UK Fire and Rescue Services would allude to that. However the Knight report made reference to unfinished business<sup>11</sup> with respect to duplication of effort and subsequent conversations suggest that Sir Ken's vision of a 'no cost' centre of excellence is realistic.

Cost of duplicated equipment evaluation is significant on the fire industry and in reality these costs are passed on to the purchaser and therefore the tax payer. In addition each fire and rescue service undertakes its own evaluation and reporting procedures adding further indirect cost.

If the Fire Service College agreed availability for testing, at no cost, supported by the trade bodies, a centre of excellence could be established. Evaluation could be underpinned by a Chief Fire Officers Association endorsement via a 'Which magazine' type score.

Future funding would be achieved from savings, increased use of the Fire Service College, increased sales and an overseas shop window with potential support from the Department for Business, Innovation and Skills (UK Trade and Investment).

This would leave the issue of implementation and any impact on conditions of service to the local fire and rescue service, greatly simplifying the adoption of change.

- **The working environment recommendations**

- I. Culture and trust are at the centre of many of the changes required to create a high performing service aligned to the needs of the people it serves. A consistent employee engagement survey should be developed and deployed across the service (allowing inter authority comparisons) and 'hard wired' into management objectives.

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<sup>11</sup> Knight review page 72

- II. Early engagement with employee representatives at the earliest opportunity should be a feature of all change programmes.
- III. Fire and rescue services should deploy training in effective change management, leadership and employee engagement in addition to Industrial Relations.
- IV. Increased importance should be placed by fire and rescue services on employee communication - appropriate management training and processes (direct to employee) should be implemented
- V. Fire and rescue services should instigate audits of the flow of management information reaching the workforce with the aim of improving the flow of information to the frontline firefighter
- VI. Management performance objectives should be hard wired to the results of an annual employee engagement and communication survey.
- VII. Unconscious bias training should be rolled out across the fire and rescue service.
- VIII. The leadership of the Fire and Rescue Service (represented by the Local Government Association and Chief Fire Officers Association) and the employee representatives together with special interest groups representing woman and black and minority ethnic firefighters should publish a memorandum of understanding as to how people will be treated.
- IX. Research should be directed at how the cadet scheme could be utilised to widen the diversity of the service and how the interest in supporting the fire service can be maintained when the cadets leave the scheme (impacting both equality and potentially the retained duty system).
- X. Second jobs, in themselves, are not the issue. It is the lack of transparency in the declaration of second jobs – therefore each fire and rescue service should maintain an active register of firefighters with second jobs. A refusal or failure to declare a second job should be treated as a serious disciplinary matter.
- XI. Implement a single technological/equipment evaluation facility.

# Chapter 2: Documented Conditions of Service:

## Section 2.1: Role of the firefighter – response vs prevention

The perception of the firefighter as the hero emerging from a burning, smoked filled house rescuing the occupier from certain death is the image most people have of the fire and rescue service. It's a dramatic picture and has been played out many times in the past and is one on which many people believe the structure of the fire and rescue service should be based.

It was, therefore, a surprise to me and I am sure it will surprise many others outside the industry, that in almost half (48%) of all cases<sup>12</sup> where there is a fire with a fatality – the person(s) was, in all probability, dead before the alarm was raised. In these cases the only way to 'save' the individual is through preventing the fire from occurring in the first place. Prevention activity needs to take place before the fire starts and has a wide definition. However what is certain is that the location of a fire station, the crewing levels, the turn out time (whilst important for a response) are all secondary to preventing the fire occurring in the first place.

This review also opened my eyes to the amount of activity fire and rescue services are now committing to prevention activity, both directly as a service and also indirectly via supporting the many charities operating to raise awareness of fire in the community.

I was fortunate to be able to fit into my schedule visits to the SafeWise project in Dorset and the Safeside project in the West Midlands – both fantastic examples of providing realistic education on the dangers of fire directly to the public and children in particular. Staff at the centres referenced the many thousands of visitors attending the facilities together with the wide range of support and funding provided by the fire and rescue service, other emergency services and local employers. I also visited a fire station in Merseyside which had a community sports centre and café attached. Again staff were able to allude to the impact within the community that the centre had. More of these facilities are needed.

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<sup>12</sup> Derived from: <https://www.gov.uk/government/statistics/fire-statistics-monitor-april-2013-to-march-2014> and DCLG department data shown in appendix 6

As many studies have shown the number of incidents requiring an emergency response (and in particular fire related incidents) is declining significantly. The reality of the role actually undertaken is becoming quite different from the view held by the public, and its changing nature is perhaps not as well understood as it should be. Better reflecting the current role and activity of a firefighter together with being honest that it is not all about adrenalin fuelled response, but also prevention and community safety will open up the attractiveness of the service to a much wider demographic. This could be key in the successful recruitment of retained fire fighters where currently 50 per cent of the population do not, in all probability, consider themselves as a potential candidate for the role. (See also the sections on equality and retained duty systems).

It is unfortunate that the majority of 'column inches' of publicity generated by both the employer and the employee sides are filled with negative images and hostile language (covered earlier). Whilst this is probably inevitable during a protracted dispute it overshadows the excellent work undertaken by the industry and by firefighters themselves to prevent fires occurring in the first place.

Great strides have taken place to influence various regulatory requirements (for example building regulations, fabric regulations, and landlord requirements and so on) which, together with thousands of hours of community fire safety work undertaken by firefighters, have contributed to the reduction in call outs and fires. Hardly any of this has been reported or communicated effectively.

Indeed it was a common theme put to me by many that firefighters are 'only' operational 5 – 10 per cent of the time. This inference that firefighters are not operational for over 90 per cent of their time is unhelpful. It suggests that numbers could be reduced tenfold with no impact on operational performance. Of course it does not take into account the amount and range of training undertaken by firefighters, nor does it recognise the contribution made to safety in the community by physically visiting vulnerable people, fitting smoke detectors, communicating on fire safety to schools and other groups. In fact I found firefighters undertaking a wide range of activity beyond that of fighting fires.

A great deal of the debate about response versus prevention is anchored in conditions of service. A majority of fire and rescue services raised with me the restrictions on the range of activity they could require firefighters to undertake as the Grey Book defines role maps describing what firefighters can and can't do. Some authorities suggested that they were able to implement wider working practices including different roles despite the Grey Book, but they had to do this locally because agreeing change nationally was time and resource consuming and unlikely to end in anything other than compromise.



The trade unions, and also the employers' representatives, disputed that the Grey Book was a source of restriction. Indeed they pointed to the fact that role maps are based on the National Occupational Standards and any role is able to be incorporated into the Grey Book. They point out that in reality occupational standards are not contained in the Grey Book but can be determined by the individual fire authority:

“The roles of fire and rescue service employees are those defined within the Integrated Personnel Development System and set out in accredited occupational standards determined by the Emergency Fire Services Vocational Standards Group. The roles used shall be as the fire and rescue authority considers necessary and specific activities within those roles will be determined by the authority to meet the local needs of the service based on risk”<sup>13</sup>

Perhaps even more of relevance is that the Integrated Personnel Development System is being replaced and the Vocational Standards Group no longer exists!

It became clear to me that there is consideration confusion about the status of the Grey Book and in particular the use of role maps within it. I decided that a closer examination of the Grey Book would be beneficial to the review.

## Section 2.2: Grey Book

Wide and numerous derivations from the Grey Book are observed across many fire and rescue services. There is a pretence maintained (by both employers and unions) that the Grey Book is THE set of conditions of service, whereas in reality it is a collective agreement which forms a foundation of conditions of service which most fire and rescue services have to a greater or lesser extent moved away from.

This is mainly because the national nature of the conditions fails to recognise the variety of support required by local integrated risk management plans that individual fire and rescue services have to meet and the financial constraints that apply.

Some elements (flexibility of role maps - to incorporate co-responding) have been legally challenged whilst other areas of the Grey Book have been subject to variation following local negotiation or on a voluntary agreement basis (e.g. overtime rates).

Strong support for the Grey Book exists amongst firefighters and the Fire Brigades Union who see it as protection against 'cuts' and 'job change' by Government and, in some instances, by management. However, there was also a recognition amongst

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<sup>13</sup> Scheme of Conditions of Service Sixth Edition 2004 (updated 2009)

many firefighters that one size does not fit all. The challenge is how that local flexibility sits alongside the protection afforded by a national agreement and strong support from a national union.

The Grey Book is not a statutory instrument and there appears confusion over its legal status - is it a legally enforceable collective agreement (as recent co-responding legal challenge would suggest) or a set of agreed guidelines? In reality it is a national collective agreement which can be negotiated at local level – however I rarely found it understood in these terms.

Moving to completely local terms and conditions was not supported by most fire and rescue services and this was also the position of the employee representative bodies. A small number of fire and rescue services together with the Fire Brigades Union felt that the Grey Book worked well in its current form (although there was agreement that its language and distribution could be improved). It was noted that the current edition (sixth) was written in 2004, updated in 2009 and the last addendum circular appears to have been issued in April 2011.

Many fire and rescue authorities suggested that the Grey Book constrained their ability to implement working practice that was relevant to their locality (examples include duty systems, payments, collaboration and adopting new practice – for example dealing with marauding terrorist firearms attacks<sup>14</sup>).

It was suggested on multiple occasions that 'slimming down' the Grey Book by removing duty systems and the reference to Role Maps whilst maintaining national pay negotiations was the route forward, together with modernising the language used. It may well be that there is a tension between role maps not being flexible enough to deal with changing occupational standards being developed by Skills for Justice.

I will cover role maps and duty systems further in some depth shortly. However I do find the Grey Book inconsistent with modern industrial practice in most other industries.

The current edition of the Grey Book runs to a preface, seven sections, three appendices and a written protocol over 87 pages, of which one section and 20 pages covers 'conditions of service'. In reality, the whole Grey Book could be condensed

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<sup>14</sup> The Marauding Terrorist Firearms Attack (MTFA) programme was developed in response to the Mumbai incident, and in preparation for the 2012 Olympic Games. 13 fire and rescue services have the capability as part of the national programme and another three have developed, or are developing, their own capability. The role of the fire service is to support the ambulance service in dealing with casualties at the scene.

into a two or three page contract of employment with a supporting employee handbook.

In view of the feedback received, on the Grey Book, from individual fire and rescue services I have been able to summarise a number of areas where I have been able to draw out a clear majority view and these now form the backbone of my recommendations for the future of the Grey Book: -

- a. Role maps: inhibit greater flexibility and agility in responding to changing local risk as defined in the integrated risk management plan, and changing National Occupational Standards developed by Skills for Justice. A common example of inflexibility provided to support this claim is co-responding with the ambulance service.
- b. Duty systems: inflexible and unsupportive of aligning resources with need. Particular mention was made of the ‘ridiculous’ requirement of any duty system to “have regard to the special circumstances of individual employees and be family friendly” – it would be impossible for any duty system to have particular regard for over 40,000 employees and what constitutes ‘family friendly’ is open to wide interpretation. In my discussions with fire fighters there was a clear split with longer serving (hence older) fire fighters valuing fixed shifts whilst amongst younger fire fighters there was more enthusiasm for flexible shifts and self-rostering.
- c. Rates of pay: whilst the pay of fire fighters is outside of the terms of reference of the review it was put to me by many fire and rescue services that locally set pay has the potential to better motivate local workforces (by paying them fairly for the geographical region they live within, and rewarding them properly for more varied and potentially more challenging work). Nationally set core (basic) pay, with additional competency based or modular increments (possibly locally set) for attaining skills or undertaking wider activities was suggested by some fire and rescue services.
- d. Annual leave: the current arrangements with leave divided into Scale ‘A’, Scale ‘B’ and public holiday pay is confusing, complicated and unnecessary. The rules around taking leave should align with the shift systems deployed and if these are locally defined (as they should be) then the procedures around taking annual leave should also be locally defined.

- e. Sickness/absenteeism leave: extremely generous schemes which some fire and rescue services suggest make managing absence difficult. However, within physical environments where individuals depend on the health and fitness of others to support the role they undertake an appropriate absenteeism policy is required and I do not find that the current arrangements are unreasonable. There was some feedback that some individuals may take advantage of the generous arrangements – however I feel that is for the disciplinary policy (and management practice) not the sickness/absence policy.
- f. Discipline and Grievance: the current processes are more complicated than necessary. There is an interesting arrangement whereby the generous notice period for disciplinary hearings then increases during progression through the disciplinary stages – something I have not come across before and not part of any ACAS guideline that I am aware of. There are very inflexible requirements for levels of management to ‘hear’ different stages, requirements which will be increasingly difficult to meet as the service shrinks or the balance between whole time and retained changes. Simple next level management is all that is required (and that would be regardless of whether the next level manager is operational (Grey Book) or non-operational (Green Book)).

By and large the rest of the Grey Book is meaningless in the sense of describing ‘conditions of service’ of fire fighters. The references and provisions within it are all covered by existing employment law statutes or are part of codes of practice issued by ACAS.

The final section of the Grey Book covers the National Joint Protocol for Good Industrial Relations. I find this a useful document, albeit one that now dates back to 2007. The spirit of the protocol was certainly apparent when discussing industrial relations at a local level with fire authorities. However many of the words ring a little hollow with respect to the language and behaviour behind the current national dispute.

The national employers, government and employee representatives should, at an appropriate time following the current dispute and in support of establishing a changed culture (as detailed earlier) meet and agree a re-defined national joint protocol on industrial relations.

The national employers should review the Grey Book urgently with the aim of focusing on national pay. Disagreements regarding additional payments, collaborations or implementation of new technologies and working practices should

be resolved locally without resort to the national advisory panels. I do not believe there is any significant incremental cost in reducing the scope of the Grey Book. The Knight review has even highlighted examples of fire and rescue authorities negotiating locally and saving money. Whilst the Grey Book allows for determining new duty systems based on the Integrated Risk Management Plan, its very existence appears to stand in the way (either for cultural or psychological reasons) of that happening.

## Section 2.3: Role Maps

The national employers' representatives, the Local Government Association, insist that fire and rescue authorities can use whichever roles they consider necessary. Indeed specific activities within roles will be determined by the authority to meet the local needs of the service based on its Integrated Risk Management Plan.

It is strange therefore that change, as we have heard, according to many fire and rescue services, is frustrated by the national role maps. The suggestion being that the national role maps are not flexible to adapt to changing occupational standards. In effect to introduce a new national occupational standard you have to, in some circumstances, amend the firefighter's terms and conditions.

There is an option to adopt modern day job descriptions that provide an effective but not restrictive appreciation of the role. Essentially they describe, not list, the activities that the job holder is likely to encounter. They provide for variation and flexibility in how activity is undertaken, whilst providing a basis for evaluating the size of any particular role.

Legal challenge to content within a job description is rare and I was surprised to learn of court action<sup>15</sup>, brought by the Fire Brigades Union, which appeared to try to prevent fire fighters co-responding in support of the ambulance service. An earlier case (*Bull v Nottinghamshire and City of Nottingham Fire and Rescue Service*<sup>16</sup>) also found that co-responding was not part of the role of a firefighter. The employers accepted the outcome after appeal and decided not to appeal further.

The legal argument took a very narrow focus, looking at whether the written contract specifies that the tasks, described within the role map, are the only ones allowed, or whether additional activities may be taken on as part of the role. The legal examination would not take into account the wider impact of the actual work circumstances (e.g. working in a blue light environment). This case stretched back to

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<sup>15</sup> <http://www.lincolnshireecho.co.uk/Legal-action-possible-firefighters-driving/story-21102061-detail/story.html>

<sup>16</sup> 2007 ICR 6131 CA

2007 and within the findings explicit reference was made to fighting fires – it should of course be noted that the role of the firefighter continues to evolve and, at the time of ruling, co-responding or other activities outside the ‘traditional’ job role, such as prevention, were perhaps not as common place. Indeed, it could be argued that applying the specific logic of the Appeal Court back in 2007 could preclude a significant amount of the non-fire work undertaken by firefighters today. I note that the Fire Brigades Union and national employers now have a current National Joint Council work stream<sup>17</sup> to look at the introduction of co-responding.

Clearly, flexibility goes beyond co-responding and there is also a balance between implementing wider skills and activity and the cost of implementing that activity (in terms of cost of training or cost of equipment). However, there was no evidence presented to me during my fieldwork phase that increasing role flexibility would be anything other than cost beneficial.

It is clear that flexibility in role maps is vital to the future operational efficiency of any fire authority. Where informal approaches have worked at a local level this should be held as best practice and where appropriate should be rolled out. However it may be perceived by some that there is a risk in highlighting success. In so far as it draws attention that agreements have been made locally, outside of national arrangements, and this may be one reason why some innovation and change does not makes it across authority boundaries.

In an age of reducing fires and related activity it would protect the level of resilience (number of roles) if the role maps were either widened to include additional tasks or removed from the constraints of forming conditions of service. Increasing capability as a method of maintaining roles/numbers does not seem to feature as a current tactic from the employee representatives. This contradicts somewhat with the approach within private sector organisations whereby demand for training and additional activity is seen as a way of protecting jobs.

It was not possible to identify how every authority deployed staff to support non-firefighting/rescue situations, such as public relations, fire prevention activity, and so on. Whilst it was suggested that some authorities only used uniformed firefighters for such tasks others were willing to use a much wider range of staff. It was also notable that there little evidence of use of unpaid volunteers as firefighters. I am given to understand that there is just one station staffed by volunteers, and that is in Peterborough. This is a clear difference between other emergency services (Police specials, St Johns Ambulance, Royal National Lifeboat Institute).

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<sup>17</sup> Item 41 of the Fire Brigades Union Conference 2015 preliminary agenda

Currently role maps have been used to argue that there is a contractual barrier to change. Rather than a useful guide as to the key components of the role of a firefighter they are deployed as a reason not to undertake an activity – “it’s not in the role map so I won’t do it”. This was not the original purpose of creating role maps.

It is argued that the use of the Grey Book together with role maps provides a definitive guide to the role of the firefighter. I am not sure that it does. What is true is that it has become a list of tasks allowed and, by definition, the exclusion of everything else. This makes the use of role maps very limiting as it fails to allow the position holder to fulfil their potential – competence and behaviours are conveniently ignored. Role maps should become job role profiles with skills, values and behaviours driving the primary requirements of the role.

Recommendation: Reference to role maps and National Occupational Standards should be removed from the Grey Book and replaced by a local job description.

## Section 2.4: Duty Systems

Five duty systems are listed in the Grey Book:

- Shift duty system – 42 average hours, nights no less than 12 hours, 4 shifts worked in a seven day period.
- Day crewing duty system – 35 hours per week based at a station plus 7 hours on standby at home.
- Day duty system – 42 hours average, with 9 nine days per fortnight worked Monday to Friday.
- Flexible duty system – combined worked and rostered stand-by hours not exceeding 48 in an eight week period. Only for station manager or above. No return to normal hours except by volunteering.
- Retained Duty System – hours by agreement by each authority. Assumed that full cover is 120 hours per week. Pay is restricted to either 10% (for 120 hours) or 7.5% (for any hours below 120) of the annual basic pay.

As stated earlier, significant change in the number of fires and call outs has radically changed the profile of activity of fire and rescue services over the recent years and it also become clear, during the many visits, there is a difference of opinion (arguably ideological) over the role and purpose of the fire and rescue service.

Similarly to the points made about ‘the role of the customer’ some fire and rescue services are taking it upon themselves to adopt activity that positions themselves as an emergency or public protection service with a remit that extends far beyond a 999

response to fire. Other fire and rescue services have a much tighter focus on response and see other activity as something to do when call volumes are low.

These two positions drive quite different employment propositions including the numbers, shift systems and range of duties undertaken. The five duty systems shown above simply do not afford the flexibility to undertake the activity being conducted by fire and rescue services nor allow them to react to efficiency constraints placed upon them.

There has been a rise in variations to duty systems, negotiated locally, which show little resemblance to the nationally agreed position.

Day crew plus combines and extends the principal of time worked and time on standby. Annualised hours provides for 24 hours cover on a self-roster basis with the flexibility for firefighters to change shifts to suit personal circumstances. These duty systems have built in premiums or overtime which offers enhanced pay to firefighters whilst allowing for fewer fire fighters on that duty system. With salary costs accounting for by far the highest proportion of fire authorities' budgets (around 80 per cent), it is unsurprising that there is a desire to align demand and resources available as tightly as possible.

As fire cover requirements differ so much fire authorities are required to operate within their allocated budgets, it is difficult to see the logic in maintaining duty systems in a National Collective Agreement.

As stated above there are multiple examples of duty systems being adopted on a voluntary basis within fire and rescue services – they have all required local negotiation to a greater or lesser extent. Some of these will also have had the advantage of securing whole time roles in areas where reducing activity could threaten the current establishment numbers (for example adopting day crewing plus rather than switching to a retained duty system).

Specifically relating to the flexi duty system for station managers and above – the inability of a fire and rescue service to move a manager from the flexible duty system is wrong. Fire and rescue services, especially as they reduce numbers, must have the flexibility to move managers to appropriate roles and should not be required to wait until an individual voluntarily agrees to relinquish a role.

Whilst I am fully aware that the flexible duty system is linked to pension I do not accept that this is a reason in itself to prevent the fire and rescue service requiring the individual to move roles or duty systems. The ability to compulsorily move an individual from the flexible duty system should be introduced. Alongside this there



should be a period of time whereby the previous benefits are protected (and two years is a typical maximum in other industries).

Duty systems and staffing which align fire fighter availability to the planned work load (e.g. community safety) whilst providing response cover appropriate to the Integrated Risk Management plan should be encouraged. Traditional duty systems (e.g. 2, 2, 4 equal length shift patterns) do not align with the current full range of operational work load and should be challenged. I cannot identify a compelling reason why duty systems should be retained in a national collective agreement when they should align to the Integrated Risk Management Plan applicable in each fire and rescue authority.

Consequently I believe that duty systems should be removed from the Grey Book.

- **Documented conditions of service recommendations**

- I. The fire and rescue services in conjunction with Government should create a national communication programme highlighting the range of activities and skills beyond fighting fires currently undertaken by firefighters. The aim of this would be to raise public awareness that creating a flexible fire and rescue service aligned to prevention is key to increasing safety in the local community.
- II. Slim down and modernise the Grey Book, removing duty systems and reference to role maps and national occupational standards and replace with contracts of employment.
- III. Minimum night time shift hours should be removed from the Grey Book
- IV. Disagreements regarding additional payments, collaborations or implementation of new technologies and working practices should be resolved locally without resort to the national advisory panels
- V. The national employers, government and employee representatives should, in support of establishing a changed culture (as detailed earlier), meet and agree a re-defined national joint protocol on industrial relations.
- VI. The ability to compulsorily move an individual from the flexible duty system should be introduced.

# Chapter 3: Industrial Relations

## Section 3.1: National Joint Council

The National Joint Council for Local Authority Fire and Rescue Services (the NJC) is the body responsible for the supervision, from a national point of view, of all questions affecting the conditions of service of employees (other than those in Brigade Management roles) of fire and rescue services established under the Fire Services Acts 1947-59. To this end the NJC's principal role is to reach agreement on a national framework of pay and conditions for local application throughout the fire and rescue service in the United Kingdom.

Evidence submitted to the review from the Local Government Association, the Fire Brigades Union and the independent chair of the NJC, Professor Linda Dickens, championed the record of the NJC in recent years in progressing vital industrial relations matters. It was pointed out that over the last year the NJC had considered issues such as the 2014 pay award process; ongoing work on terms and conditions; a fitness agreement; implementing the part-time workers settlement agreement; amending the Grey Book sections concerned with maternity, childcare and dependency; and the Grey Book sections relevant to health, safety and welfare.

The main argument made by those submissions was that national bargaining provides stability, is cost-effective, strategic and efficient, providing both the necessary competence and capacity that cannot be reproduced locally, particularly with small services.

Taking evidence directly from fire authorities and fire and rescue services painted a slightly different picture.

The majority of fire and rescue services described the NJC as cumbersome, slow, bureaucratic and unrepresentative (and this was the view of some employee representatives as well). I was told of occasions where it was clear that pre-meetings had taken place and decisions made behind closed doors. More than one NJC member told me they were unaware how the NJC operated and just did what the joint secretaries told them.

Some felt the situation recoverable by reform and modernisation (a position that the Local Government Association acknowledged and recognised) whilst others felt that the NJC ought to be more radically reformed and undertake pay negotiations only.

But what is meant by modernisation? It's a term often used without much thought, sometimes to suggest that all current change must be right, or if something hasn't

been changed for a number of years it must be outdated and wrong. So is the NJC outdated and wrong?

When fire and rescue services (and others) informed me during the fieldwork phase that they had frustrations with the NJC I probed further to understand the source of their frustrations.

The role of the NJC is set out as follows: -

The National Joint Council for Local Authority Fire and Rescue Services (the NJC) is the body responsible for the supervision, from a national point of view, of all questions affecting the conditions of service of employees (other than those in Brigade Management roles) of fire and rescue services established under the Fire Services Acts 1947-59.<sup>18</sup>

The NJC delivers that supervision via the following membership structure<sup>19</sup>: -

The NJC shall consist of 28 members appointed by the representative bodies set out below:

National Organisation of Employers of Local Authority Fire and Rescue Services	14
Fire Brigades Union	14

The Middle Managers Negotiating Board shall consist of 28 members appointed by the representative bodies set out below:

National Organisation of Employers of Local Authority Fire and Rescue Services	14
Fire Brigades Union	13
Fire Officers Association	1

Each side appoints a chair and all communication is conducted through the chair. This left some employers claiming that they did not have a voice. Employee representative bodies also claimed to me that they did not have a voice, could not raise matters to be discussed and in the case of at least one organisation had essentially led them to decide to disengage.

Given this feedback and the volume of supporting documentation I received from both employers and some employee representatives I come to that same conclusion, that the NJC needs 'modernisation'. The examples presented to me described the negotiating machinery of the NJC as being straight out of 1970s industrial relations –

<sup>18</sup> Scheme of Conditions of Service Sixth Edition 2004 (updated 2009)

<sup>19</sup> Scheme of Conditions of Service Sixth Edition 2004 (updated 2009)

with shuttle diplomacy and a focus on achieving compromise, with the process leading participants to take artificial positions in order for a 'compromise' result to align closer to their desired end point.

It was put to me by the Fire Brigades Union that "Each side of the NJC is entirely free to bring proposals to negotiations". Whilst true, it also demonstrates that industrial relations is seen in a rather simplistic, two dimensional format whereby employer and employee sit across the table and argue their respective positions.

With fire and rescue services suggesting to me that they have very differing requirements (and the same being said by different employee representative groups) the traditional view of industrial relations and dispute resolution maintained by the current members of the NJC needs to change.

The Fire Brigades Union YouGov survey reported that firefighters value the national arrangements for negotiating their pay with five out of six (87%) indicating they were in favour of a national pay structure.

I discovered during my fieldwork that whilst there was a minority of fire and rescue services who suggested that pay and conditions of service should be negotiated locally the overwhelming majority were of the opinion that pay, at least basic pay, should be set on a national basis.

Beyond pay I note that the NJC has (as of March 2015) also been working on five work streams:

- Environmental challenges – flooding, inland water safety, snow, wild fires
- Emergency medical response – co-responding, falls, on-site trauma care, provision of community training
- Multi agency emergency response – MTFA, joint working, any issues falling out of JESIP
- Youth and other social engagement work – arson reduction, working with risk of offending youth groups
- Inspections and enforcement – schools, illegal homes, crown properties, expansion of unregulated business use, related fire safety advice.

However much of this activity is already underway, locally, in one or more fire and rescue authorities. I found the "Confronting the future document"<sup>20</sup> from Greater Manchester Fire and Rescue Service an excellent summary of the range of activity local fire and rescue services are pursuing largely independently of the NJC.

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<sup>20</sup> Confronting the future, Greater Manchester Fire Authority 2014

There is little evidence of the National Joint Council reviewing its own performance. I also received commentary from some fire and rescue services that they felt the employers' representatives were too reactive, waiting for issues or claims rather than proactively supporting the fire and rescue services implement change via the National Joint Council.

The conclusion I was able to reach is that the NJC should be retained for the purposes of national pay bargaining for basic pay whilst reforming itself to represent employers and employees on a more local basis for all other conditions of service including incremental pay for acquiring competences beyond 'safe to ride'.

Should the NJC not reform itself then I should also point out that there is the provision within The Fire Services Act 2004<sup>21</sup> for the Government, via the Secretary of State, to create negotiating bodies for the fire and rescue service.

## Section 3.2: Technical Advisory Panel/Resolution Advisory Panel

It is important to understand the role of the two panels.<sup>22</sup> They both cover stage two of the disputes procedure (there being an assumption that there has been a failure to agree at the first stage) contained within the Grey Book. (For clarity, if at stage two agreement is not reached, the next stage is arbitration at ACAS.)

Definition – Resolution Advisory Panel (covers break down in negotiation):

The Panel will be chaired by an Independent Chair (appointed on a three-yearly basis by the NJC) who will be assisted by the Joint Secretaries. In seeking to 'assist the parties further with their negotiations', the Panel will endeavour to facilitate an agreement between the parties, but where that is not possible it will make recommendations

Definition – Technical Advisory Panel (covers duty systems):

Where, following discussion, there is no agreement between the fire and rescue authority and recognised trade union over a proposed duty system (and it does not accord with the principals of any of the existing national duty systems) the difference can be referred by either party to the NJC's Technical Advisory Panel. The Panel will be chaired by an Independent Expert (appointed on a three-yearly basis by the NJC), who will be assisted by the Joint Secretaries.

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<sup>21</sup> <http://www.legislation.gov.uk/ukpga/2004/21/section/32>

<sup>22</sup> <http://www.fireofficers.org.uk/foa/images/Officials%20Information/TAP%20&%20RAP%20Procedures.pdf>

Over the last year, (as at March 2015), nine fire and rescue services have referred a total of nineteen issues to the Joint Secretariat for formal conciliation, whilst over the last decade, the National Joint Council has met on 28 occasions – approximately three meetings per year. Since it was established in 2008, the Middle Managers Negotiating Board has met (as at March 2015), 19 times. Over that decade around 100 issues have been resolved by the NJC, with six cases sent forward to the Resourcing Advisory Panel and nine cases to the Technical Advisory Panel.

However in the last year, (as at March 2015) neither the Resolution Advisory Panel nor the Technical Advisory Panel have been required to meet.

In the remit of both the Technical and the Resolution Advisory Panel the word 'compromise' does not appear. 'Agreement' and 'recommendation' are the possible outcomes described by the remit issued by the NJC. It is, perhaps, the requirement to broker an outcome that has led to the assumption by many that a referral to one of the panels will inevitably result in a compromise solution.

The Technical and the Resolution Advisory panels may also discourage constructive local negotiation as the employee representatives are aware that if they fail to agree locally and hold a position of no change then they are likely to be offered a compromise, even if the proposed changes by the fire and rescue service fully comply with the terms currently within the Grey Book.

Both the Technical Advisory Panel and the Resolution Advisory Panel should be stood down in favour of a direct to ACAS approach should local negotiations break down.

### Section 3.3: Fairness in representation

I unearthed considerable criticism of the mechanisms behind the operations of the NJC and Middle Managers Negotiating Body. There were very mixed views as to how representative the council actually is. The criticism came from both fire and rescue services and some employee representative bodies (although not the Fire Brigades Union, who are very supportive of the NJC). I should point out that the criticism from the employer side was not unanimous and that there was some support for the NJC and in particular recognition that it had a tough role.

Membership of the council is by nomination and individual members of the council are unable to speak during sessions other than through respective chairs.

“Having asked a question during the first Middle Managers Negotiating Body, the Fire Officers Association Chief Executive was told, in no uncertain terms, that only the chair and joint secretaries are allowed to speak and that the Middle Managers Negotiating Body is not a voting area”<sup>23</sup>

The result for many fire and rescue services and employee representatives was a feeling of disenfranchisement. The domination of some fire and rescue services on the employer side together with the domination of the Fire Brigades Union on the employee side left many without a voice, without a way of tabling agenda items or of influencing a resulting debate.

The balance of representation within the national bargaining machinery is dominated by the Fire Brigades Union. On a straightforward representative basis (see diagram below) there is underrepresentation from the other employee representative bodies (and particularly the Retained Firefighters Union). This is likely to be exacerbated by any drive to recruit higher numbers of retained personnel and should be addressed now.

The Fire Officers Association reported to me that they had not been allowed to meet with the Independent Chair of the NJC since her appointment over a year ago, (as at March 2015). Neither had their letter to the chair requesting a meeting been responded to. Whilst I, having met the independent chair, have to believe this is no more than a simple oversight, it does add to the suspicion of exclusion that some (including the Fire Officers Association) have of the operations of the NJC.

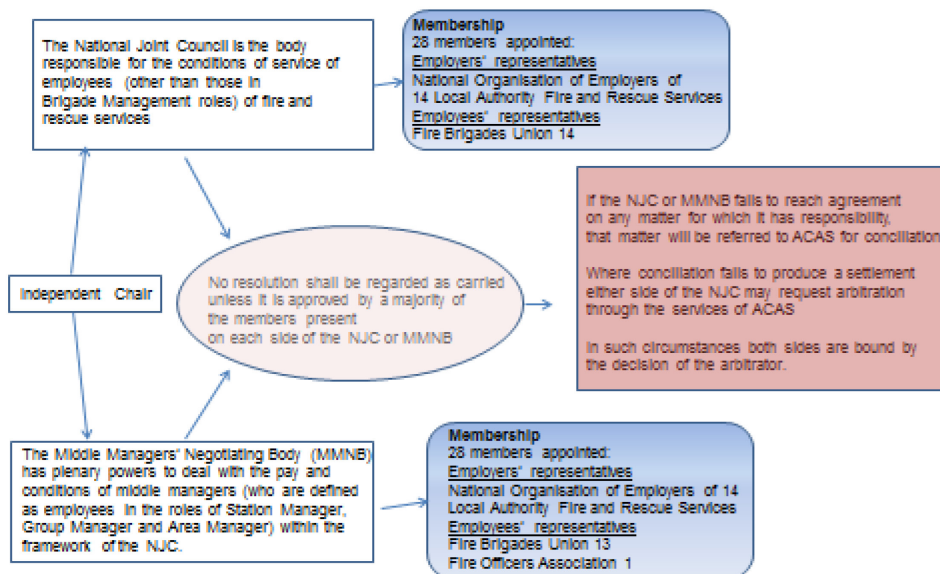
The chair of the NJC should instigate an independent review of the structure and representative make-up of the NJC to enable it to perform effectively at both a local and national level – noting that a number of contributors, from both the employers and the representatives, felt that they were excluded from the council.

It is recognised that this review was commissioned to look at the English Fire and Rescue Service and consequently, because the NJC operates United Kingdom wide, before any implementation of the findings of this review take place appropriate consultation should take place with the other governments which may be impacted by a changing remit for the NJC in England.

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<sup>23</sup> FRS Review of Pay and Conditions, submission by the Fire Officers Association 2014

Figure: Representation of the National Joint Council



## Section 3.4: Right to strike

There were major differences in views on any change impacting the right of firefighters to undertake strike action (withdrawal of labour). Firefighters and their representatives were largely, although not unanimously, of the view that the right to strike was a fundamental right of a worker. However, a right to strike is a misnomer, for there is no right to strike. What the Trade Union and Labour Relations (Consolidation) Act 1992 (the Act) provides for in law is a protection for the union from being sued for inciting breach of contract by calling a strike, including in particular asking members who would not otherwise favour strike action to, nonetheless, strike in solidarity (collective action) with their fellow union members (who are themselves protected from strike action triggering a breach of contract) The legislation also provides some protection to the individual worker. However the words 'right to strike' are used extensively and I have used them in the sense of maintaining or removing the protection offered to trade unions under the Act<sup>24</sup>.

Some thought that the right to strike should have been negotiated away in favour of increased pay and benefits progression for fire fighters. Whereas at senior manager and authority level, views also differed significantly with support for a change away from the right to strike in many Fire and Rescue Services.

<sup>24</sup> Trade Union and Labour Relations (Consolidation) Act 1992



I was able to summarise the response from the Fire and Rescue Services as follows:

- Just over 30 per cent in favour of retaining the right to strike
  - 30 per cent not in favour of the right to strike
  - Just under 10 per cent in favour of greater restrictions\* in the ability to strike
  - 30 per cent who declined to present a view
- \*most commonly this was a greater notice period before strike action commenced.

In some places the view of the chair of the fire authority differed from that of the Chief Fire Officer. Some fire and rescue services found it difficult to take a stance on the question of strike action, whilst others presented two or more views depending on the political make-up of the authority. Those deciding not to express an opinion did so on the basis that taking a stance on this topic would impact their impartiality and is a matter for Government.

The position of firefighters was clear - it is the ultimate protest they can make without leaving the organisation.

The trade union position was also clear as the submission from UNISON sums up:-

The right to withdraw one's labour is a fundamental right, as declared by the International Labour Organisation's convention on the right to organise and bargain collectively, the Council of Europe's social charter and the UN's international covenant on economic, social and cultural rights. DCLG has a duty to respect the United Kingdom's historical position as a supporter of international rights, by upholding workers' rights that have already been ratified by the British Government.

I considered the views expressed to me both written and obtained during the fieldwork phase and these three considerations struck me hardest:

- The expectation from the public that a firefighter will respond to their emergency
- The amount of time a firefighter is engaged on emergency response is very low as a percentage of time at work
- The dedication of the firefighter and the desire to respond to incidents

Blue light response is now only a part of the role of a fire fighter. The majority of the role consists of training and community fire safety - and this is the norm in every fire and rescue service.

Fire and rescue authorities maintain resilience levels during current strike action by relying on non-striking firefighters, managers, auxiliaries and contractors. Most also operate 'return to work' protocols to recall strikers to duty should certain circumstance arise (for example major incidents with people reported trapped by fire or similar emergencies). This arrangement operated best when the watch on duty at a fire station was on picket duty at that station and a return to work simply meant leaving the picket line.

There has been a great deal of effort by some fire and rescue services to reduce the visibility of any strike action by dissuading striking firefighters from performing picket duty. The consequence of this this has been to render any return to work protocol, in such cases, practically useless.

Maintaining resilience cover during industrial action is an obligation for fire and rescue authorities and for some is proving a cost burden that has the potential to impact normal operations.

Whilst the country puts enormous value on the resilience provided by the fire service, and firefighters are held in great esteem by the general public, it does appear somewhat bizarre that emergency response has to be, essentially, negotiated during industrial action.

For this reason Government should consider bringing forward appropriate legislation to remove the protection afforded under the Act to unions when their collective strike action, or action short of strike, impedes the fire service from making an emergency response. There is a precedent for excluding certain workers from the Act and it is noted that specific legislation was enacted in the case of the Police and Prison Officers<sup>25</sup>.

The vast majority of time a firefighter spends at work is not in an emergency response situation but rather training, maintaining fitness, community safety activity or completing formal paperwork. The right to withdraw labour, under collective action and protected by 'The Act' for these or other non-emergency activities should be retained.

- **Industrial relations recommendations**

- I. The NJC should be retained for the purposes of national pay bargaining for basic pay whilst reforming itself to represent employers and employees on a

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<sup>25</sup> Criminal Justice and Public Order Act 1994 section 127/Police Act 1996 - although dates back to the creation of the Police Federation under the Police Act 1919

more local basis for all other conditions of service including incremental pay for acquiring competences beyond 'safe to ride'.

- II. The National Joint Council should consider operating regionally to reflect the requirements of the different fire authorities whilst retaining a national umbrella with respect to basic pay
- III. Remove Technical Advisory Panels and Resolution Advisory Panel (ACAS) and replace with a direct to ACAS approach. Fire Authorities are undertaking a significant amount of local negotiation as they agree positions outwith the Grey Book locally and this will not significantly increase workload or cost – in fact the Knight review suggested that local negotiations save money.
- IV. The Government should recognise the increasing view that the current right to withdraw labour (take strike action) is incompatible with the expectations that the public has of an emergency service. As such Government should bring forward appropriate legislation to remove the protection afforded under the Act to unions when their collective strike action, or action short of strike, impedes the fire and rescue service from making an emergency response. The right to strike being retained for non-emergency activities.
- V. If the Government determines not to bring forward legislation to restrict the right to strike then Government should instigate consultation with a view to agreeing with employees impacted a no strike agreement in emergency situations. The right to strike being retained for non-emergency activities.
- VI. The chair of the National Joint Council should instigate an independent review of the structure and representative make-up of the National Joint Council to enable it to perform effectively at both a local and national level – noting that a number of contributors, from both the employers and the representatives, felt that they were excluded from the council.

# Chapter 4: Retained Duty System

## Section 4.1: Flexible Contracts and legislation

I was presented with very good evidence for both the use and non-use of Retained Duty System personnel. It was a key finding of the Knight review that there was an opportunity to drive up the number of retained firefighters, at the expense of whole time firefighters, and reduce expenditure by up to £123m.

“Increasing the total ‘on-call’ firefighters nationally by just 10 percent (to 40 percent) could provide annual savings of up to £123 million. All fire and rescue authorities must consider whether ‘on-call’ firefighters could meet their risk – it is an invaluable cost-effective service.”<sup>26</sup>

Figure 15: Potential saving from increasing the proportion of on-call firefighters, by governance type<sup>27</sup>

	Authority	Percentage of Retained	Cost	Potential Savings
Current model	County	51%	£212,400,000	-
	Combined	40%	£578,400,000	-
	Metropolitan	3%	£576,000,000	-
	England	30%	£1,366,800,000	-
Possible model	County	65%	£176,800,000	£35,600,000
	Combined	51%	£517,300,000	£61,100,000
	Metropolitan	9%	£549,300,000	£26,700,000
	England	40%	£1,243,400,000	£123,400,000

However – during my fieldwork phase it was apparent that there was a general lack of support for this finding from fire and rescue services. Some simply pointed out they already had far more retained duty system staff than the average presented in the Knight review. For others, many diverse arguments were put forward to me as to why increasing the numbers on the retained duty system or “on-call” staff was not possible.

In the main it was the perceived difficulty in recruiting and retaining 'On Call' staff that dominated the response. Multiple reasons were presented for this difficulty including:-

- Lack of population at key times

<sup>26</sup> Knight review, Facing the future page 7.

<sup>27</sup> CIPFA Fire and Rescue Statistics 2011/12 Actuals, reproduced from Knight review page 32.

- High level of time commitment
- Low pay
- Lack of local employer support
- The local demographics have changed over time.

Others suggested that the Knight review was partially right but rather than simply drive up retained the answer lay in the duty systems deployed; a more flexible (banded) approach to paying Retained Duty System firefighters, including moving away from the 100 per cent or 75 per cent restriction on payments (based on different rates of availability); or the introduction of part-time working.

Some fire and rescue services and fire authorities (particularly those heavily reliant on Retained Duty System staff) suggested that whilst recruitment was difficult it was also a mind-set issue. If a Retained Duty System was important to you then the difficulties were more easily surmountable - with more innovation in recruitment and communication and, it was argued that a national recruitment awareness programme for Retained Duty System personnel would enable local recruitment campaigns to have a greater impact.

Individually, fire and rescue authorities suggested they would not be able to deploy enough budget to raise the awareness of the Retained Duty System for recruitment purposes. This could be addressed by combining their resources. Given that the low levels of whole-time firefighter recruitment has resulted in many authorities avoiding external recruitment and adopting a 'retained to wholetime' approach, recruiting a more diverse retained population will inevitably result in the added benefit of that diversity transitioning through to the whole time workforce.

The general use of the requirement for retained firefighters to report to a station within 5 minutes of a call out (which greatly restricts the availability) is increasingly being challenged with some fire and rescue services increasing the tolerance on this. When Retained Duty System personnel are used for relief cover at incidents then this restriction becomes nonsensical.

There is still evidence in some authorities of tension between whole time firefighters and their retained duty system colleagues. This is clearest when fire and rescue services have segregated crewing. Where authorities do not have any retained firefighters I was assured (with the exception of one authority where I was told it was down to the political/ideological stance of the chair of the authority) that they kept the potential use of the Retained Duty System under review.

I find it difficult to accept that an ideological stance should trump the expertise of the fire and rescue service. In the case above, I am concerned to hear of the operational delivery of the service being taken out of the hands of the experts. Fire and rescue

authorities should be required to provide an annual statement on the use of retained firefighters. Any decision not to use or to cease to use retained firefighters should be communicated in this statement and underpinned with operational evidence provided by the fire and rescue service. This could be provided as part of an annual report on the use of retained and part-time staff (see below).

Another key point in the use of Retained Duty System personnel is mixed crewing (either at a station or on a fire appliance). Again evidence was presented to me of resistance to mixed crewing in some fire and rescue services. Mixed crewing conversations mostly occurred up when I was told a station or an individual fire appliance within a station was 'retained'. In many cases I was told one fire engine was crewed by whole time and the other retained – an interesting definition of mixed crewing. The industrial relations environment was the most common response to challenge as to why individual crews, when necessary, were not comprised of both whole time and retained. Most fire and rescue services indicated that they were making good progress in removing any barriers to mixed crewing, however the current national pensions dispute was offering significant challenge as many retained personnel were forming the resilience workforce during strike action.

It is surprising that resistance to co-working between wholetime and retained firefighters has not been completely overcome throughout the service.

This needs to be investigated further with fire and rescue services required to provide an annual review and statement on the use of retained firefighters. Organisational divides based on working hours is an antiquated system.

Co-operation and joint working is clearly going to be more efficient (flexible hours being reported in the private sector as one of the most important features for high employee engagement) and has been recognised as a way of enabling the Military to retain the skills it requires at the level of affordability available.

The survey by the Fire Brigades Union is helpful in understanding the views of retained firefighters. In the recent YouGov survey, retained firefighters made the following valuable points:

- 90 per cent said that if the minimum retainer was reduced, it would have an effect on recruitment
- 85 per cent believe that people don't work in the same communities where they live and so aren't able to commit to the retained as they were in the past
- 78 per cent perceive that their primary employer is reluctant to give release for employees to undertake retained duties
- 72 per cent believe the situation with the primary employers is exacerbated when the scope of work and number of call-outs increases

- 66 per cent said the prospects for self-employment are limited when the scope of firefighting work and number of call-outs is high.

Interestingly, some 42% believe that retained firefighters are treated well by fire and rescue services and so encourage others to apply. Similarly, nearly half (46%) felt that becoming a retained firefighter is not difficult for the self-employed. Whilst these numbers appear to be reassuring it actually says that more than half feel that they are not treated well by fire and rescue services and more than half saying it is difficult for the self-employed to become retained firefighters.

There are significant numbers of personnel undertaking wholetime-retained contracts across the UK, and increasing them further would increase the number of retained firefighters whilst simultaneously reducing equipment and training costs.

It is both surprising and comforting that Retained Duty System personnel are prepared to commit a significant proportion of their time to being available to respond when required; but as the Fire Brigades Union points out there is not a direct relationship between the number of Retained Duty System personnel and the availability of fire engines. It was common for fire and rescue services to have 'retained' fire engines 'off the run', i.e. unavailable to respond to emergency call-outs.

Many people reported concern about the relationship with the primary employer, with the risk of losing primary employment at the forefront of that concern. If fire and rescue services increase the number of firefighters on retained or part-time contracts in the future then this risk also rises significantly.

There is an opportunity to provide Retained Duty System personnel with the same employment protection as Military Reservists or Magistrates (with protected time off for training and deployment).

Legislation should be brought forward to provide employment protection to firefighters employed on the Retained Duty System. This legislation is already in place for other groups (military reservists, magistrates and so on) and will provide valuable reassurance to on-call fire fighters who worry that their commitments to their community could be at the expense of their employment. The Government will, of course, need to be satisfied that such legislation could be introduced without the benefits of employment protection being outweighed by any resultant impact on business.

This combined with a national awareness programme for retained duty system personnel will go some way to reducing the employment concerns currently being reported.

## Section 4.2: Bounty payments

When a retained firefighter is required for duty there is potential for disruption to either the home life or employer of that individual. Firefighters apply for the retained duty system in the knowledge that they are committing a significant amount of their own time by being 'on-call'. Employers are in a different situation and there is the potential for disruption and financial loss should an retained firefighter employee be called out.

To address this and also to show that employer support for the retained fire and rescue service is important there should be a trial in a limited number of fire and rescue services to evaluate the use of an employer bounty payment. This could be supported by the use of transformational funding.

If successful at increasing the numbers and support for the retained fire and rescue service then it should be rolled out using the principle of spend to save. With the saving generated by the reduction in recruitment costs and an increase in staff retention.

Separate funding to increase the training of fire cadets will further provide a potential supply of Retained Duty System personnel whilst also providing positive engagement for young people and also offers the potential to impact diversity and equality outcomes.

- **Retained Duty systems recommendations**
  - I. Fire and Rescue Authorities should adopt duty systems and staffing which align fire fighter availability to the planned work load (e.g. community safety) whilst providing response cover appropriate to the Integrated Risk Management plan should be encouraged.
  - II. Fire and rescue authorities should be required to provide an annual statement on the use of retained firefighters. Any decision not to use or to cease to use retained firefighters should be communicated in this statement and underpinned with operational evidence provided by the fire and rescue service.
  - III. As part of the annual statement fire and rescue services should be required to provide an annual commentary on the number and use of retained firefighters. And in particular to report on the level of mixed crewing or co-working with wholetime personnel.



- IV. Legislation should be brought forward to provide employment protection to fire fighters employed on the Retained Duty System. This legislation is already in place for other groups (military reservists, magistrates and so on).
- V. A national awareness programme for retained duty system personnel should be produced.
- VI. Trial and evaluate, in a limited number of fire and rescue services, the use of an annual bounty payment for employers of retained firefighters.

# Chapter 5: Management of the Fire & Rescue Service

## Section 5.1: Fire Authorities

### **Number of councillors on fire authorities**

The Knight review suggests that some barriers to change were anchored in local politics and the public's reluctance to accept change to a service for which, in his words, they have an unconditional attachment for.

Conditions of service are set by the employer. The remit within which the employer operates in the fire and rescue service is defined by the fire authority.

The 46 fire and rescue services (as at March 2015) have approximately 800 elected councillors sitting on fire authorities or associated committees. Many Chief Fire Officers spoke about the burden of managing this weighty political oversight. Although many were also quick to point out that they receive excellent support from the most committed members it was clear that the burden of supporting a fire authority and the various committees that spin off the authority draws much time and energy from the senior management team of the fire and rescue service.

A number of fire and rescue service chairs and Chief Fire Officers suggested that a smaller number of elected members on Fire Authority Boards would be an improvement. Some Chief Fire Officers suggested that reporting into an elected Mayor or similar or a board (like the ambulance service) would enable them to provide a better service. This recognised the belief that some decision making by elected members was on Ideological/political grounds as opposed to addressing the needs of the fire and rescue service.

The question is, is there value added benefit from an average of between 15 and 20 elected councillors in any one fire and rescue service providing political oversight and local accountability or can political decisions and this level of oversight actually work against reform and efficiency?

### **Number of Fire and Rescue Authorities**

The economies of scale driving greater opportunities for operations, communication, and use of resources/staffing together with the elimination of duplication (particularly in the introduction of new technology, equipment or working practice) are all powerful

arguments for reducing the number of authorities. But the greatest opportunity must be in bringing together support functions and decreasing the ratio of managers to staff.

The size of fire authorities together with their sub-committees also generates a formality and inflexibility which when combined with the current national approach to bargaining produces an enormous drag on change. Membership of local authority fire committees also appears to be held in high regard by the elected councillors who sit on them, which could cause further resistance to any future change.

Some (for example Tobias Ellwood MP) have proposed<sup>28</sup> more than just the combination of fire authorities but rather a more radical partial or total integration of the fire and rescue service with the ambulance service and the police. I did not identify wide support for this level of integration, although it was clear that there is an increasing amount of activity exploring the potential for collaboration.

Regardless of the size of the authority simplicity of command and clear communication of vision to all personnel is essential. In the private sector it is often termed 'line of sight' or even a 'golden thread' that joins the vision and strategy of the leadership to the operational delivery at the front line.

As covered in the section 4) c. culture and trust I found team working excellently delivered at watch level and even within each management layer, but relationships between layers of management varied significantly. Additionally shrinking fire and rescue services are going to struggle to find the managers and leaders of the future from within their dwindling ranks and given that the overwhelming view I took from the review was that 46 fire authorities mean any change appears to be required to undergo evaluation, be proven and then implemented 46 times.

There is a strong argument for reviewing the number of fire authorities. Mergers could offer the opportunity to create critical mass, not just in operational delivery or delivery of change or new technology, but also in recruitment, succession, training and development.

I found support for a reduction in the number of fire authorities from employers and employee representatives alike.

Larger organisations can be more efficient and provide a better leadership pool (see recruitment below). Fire and rescue services should create critical mass by collaborating in areas such as recruitment, leadership, succession, training and development.

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<sup>28</sup> Tobias Ellwood, Improving Efficiency, Interoperability and Resilience of our Blue Light Services, 25 June 2013

## Section 5.2: Recruitment

The focus on efficiencies in recent years is probably most visible by the lack of recruitment in most fire and rescue services over the past seven or eight years. This coupled with very little forecast recruitment (again in most authorities) for the foreseeable future will result in a management 'gap' of possibly a generation (15 – 20 years).

This reduction in the numbers of firefighters recruited, coupled with low academic entry requirements (either no academic qualifications or up to two GCSE's)<sup>29</sup> potentially pose serious challenges to the identification and training of future middle and senior managers of the fire and rescue service.

Changes in (or the introduction of new) technologies, working practice and even crewing levels may also call for future entrants to have different skills and behaviours (and career potential) than recruits from previous or current recruitment campaigns.

The senior management of the service is currently mostly drawn from a very small talent pool of long serving, technically skilled officers. This pool is reducing and as the number of firefighters reduces, the pool will reduce further. There is also a disconnection between the competencies used to recruit and those required to aspire to management levels.

Understanding where the future leaders of the industry will be drawn from, given this gap, is a concern. The fire and rescue service is an industry where the vast majority of management are recruited into entry level roles. Those with the skills, behaviours and competencies to progress into managerial roles do so via promotion either within their own fire and rescue service or, (usually only for more senior appointments), by transferring into another.

Appointment into managerial roles is competitive and despite very low academic entry qualifications, to date, there have been enough candidates to generate good talent pools to feed the recruitment process. There is no evidence that, currently, fire and rescue services are struggling to appoint appropriately qualified senior management, even those fire authorities who have allowed their Chief Fire Officer to retire and be re-appointed have satisfied me that the reason behind re-engagement was not related to lack of talent.

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<sup>29</sup> An assumption that stating minimum qualification requirements is discriminatory is apparently accepted throughout the service and yet this is not something that is generally accepted in the recruitment industry.

When recruitment activity is healthy and reasonable numbers of new recruits are joining, it is reasonable to assume that the talent pools, despite those low academic entry requirements, will contain suitable candidates to meet future senior managerial needs. However, should the numbers entering into that talent pool reduce or dry up, for example by low levels of recruitment over a number of years, then there is a risk that finding suitable senior managers is essentially being left to chance.

I did not see any authorities changing their recruitment requirements to counter this potential risk. Either they are blind to it (effectively leaving future management appointments to chance that sufficient talent will emerge) or they expect to address the issue in a different way, possibly by the introduction of lateral recruitment or fast track management schemes. Certainly very few fire and rescue services were able to supply a strategic workforce plan, as requested, during the information gathering phase.

It is also clear that widening this talent pool could introduce senior managerial competencies at the level required to drive change, deliver innovation or remove barriers by approaching activity without preconceived ideas or ways of working.

Direct entry above the rank of firefighter already occurs. As at March 2015, two fire and rescue services had appointed their current Chief Fire Officer (or rather Chief Executive Officer) via this route. London also has a graduate entry cadre. I found little appetite (mostly because they could not justify the cost given the size of the fire and rescue service nor did they have roles available) for formal graduate recruitment schemes - although every authority I spoke to recognised that the low levels of recruitment over 10, 15 or even potentially 20 years is storing up a major risk for them.

Whilst mergers of fire authorities may provide a solution in the longer term I recommend that an industry wide lateral recruitment scheme should be launched. A good model is the Track and Train programme<sup>30</sup> covering the rail industry. Whilst Track and Train is focused on graduates it doesn't necessarily follow that a scheme covering the fire and rescue industry has to be restricted to graduates. The aim of creating lateral entry points, whilst allowing for full training, will mitigate against the management chasm that is an impending risk in the future.

Additionally lateral recruitment is also a way to achieve increased diversity and equality within more senior management layers that would otherwise take an individual many years to achieve. Fire and rescue services should explore a collaborative approach to the creation of succession plans and senior leader

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<sup>30</sup> <http://www.trackandtrain.org.uk/>

programmes with more cross authority developmental moves. A reduction in the number of fire and rescue authorities would greatly assist this – see above.

It is noted that the Police have recently introduced direct entry at Superintendent level<sup>31</sup>.

Widening the attractiveness of a 'professional' career in Fire and Rescue is also difficult 1) because turnover is low and 2) the increase over the last 20 years of those achieving graduate level qualifications may have had the unintended consequence of dissuading them from applying as they seek 'graduate' careers and companies that target graduates for entry level roles. Many potential candidates with degree level qualifications, seeking professional careers, may not apply for roles with no or low academic entry requirements. In reality the low levels of recruitment coupled with high volumes of applicants have masked this issue.

Making recruitment processes harder will mean less people passing through the rigorous sift and selection processes and whilst this means more candidates will need to be put into the system, this can be easily managed (at virtually no cost) by any modern applicant tracking system. The larger number of candidates reached by the campaign allows for more activity to attract diverse and under-represented groups, particularly those with the skill sets to grow into future managers. This is directed at the wholetime service, where the candidate, should one would hope, be demonstrating ambition to rise further in the organisation. The situation is different for the retained, where this is not their primary occupation, and unlike the wholetime, there are recruitment issues. For them a lower academic entry point is entirely appropriate.

So in addition to the introduction of a lateral recruitment programme across the fire and rescue industry I suggest raising academic standards within the recruitment process standards. This will provide for a higher educational standard of recruits and provide seed corn for future development into senior managers. A consequence may be higher levels of turnover. However, importantly, increased turnover may allow a greater focus on equality and diversity enabling the service to change quicker to represent the community it serves.

Recruitment and selection standards should be immediately raised. Currently, where recruitment is taking place (and there is an academic standard) two GCSEs or equivalent is all that is typically required. Low levels of recruitment over many years require fire authorities to consider the risk of a gap in future management

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<sup>31</sup> <http://www.cipd.co.uk/pm/peoplemanagement/b/weblog/archive/2014/03/31/police-recruitment-shake-up-will-see-external-leaders-join-top-ranks.aspx>

competence. High application volumes means candidates are plentiful and the risk of failing to hire is almost negligible.

Finally I found it surprising that so few fire and rescue services were able to show me a strategic workforce plan.

A strategic workforce plan combines workplace change, technology, demographics and turnover to produce a staffing strategy which forms a major part of any strategic decision making. Without a workforce strategy/plan, decision making can become short term and opportunities for wider impact can be missed. For example failure to link leavers (either natural or via redundancy) to recruitment will leave gaps, or the introduction of new technology is slow because the people element is not considered early enough.

Components of a strategic workforce plan for a fire and rescue service may include collaboration with other authorities, crewing and staffing arrangements, location of stations and other property/facilities, redundancy, training programmes and introduction of different ways of working. The early involvement of the trade unions is an essential component of the plan.

Finally, all fire and rescue services should maintain an up-to-date strategic workforce plan.

There is a disconnection between the competencies used to recruit and those required to aspire to management levels. Consequently the entry level roles are lacking in future potential. This is further exacerbated by a lack of lateral entry points to boost management and leadership competence at any given level. It could be argued that the overall attraction and selection process, whilst robust in selecting from any given talent pool, is ultimately flawed in that it is focused on identifying entry level talent.

To summarise, the quality of recruitment seems to vary between fire and rescue authorities.

## Section 5.3: Training and development of workforce

### **I. Base level training**

It was explained to me that currently a firefighter is a firefighter: in other words, all fire-fighters are required to achieve the competencies that define the role of fully

trained fire fighter. These competencies are set at a level which allows for complete interoperability between firefighters. There is an assumption that firefighters on all duty systems, including the Retained Duty System, have and are required to have, the same skills.

From the discussions I had and the evidence submitted the reality seems to be somewhat different. Firefighters take roles, some are at different levels of training, and there are specialist roles outside of the Grey Book. Additionally, at the moment losing competencies risks job loss.

Now is the time to consider moving from 'a fire fighter is a fire fighter' to a base level of training for all, rather than everyone attaining all competencies. This would include a basic 'safe to ride' status providing a level field between the currently differing conditions of service and opens the way for more flexible ways of working that are underpinned by the introduction of job descriptions and enhanced competencies as required by the local integrated risk management plan.

There is of course sensitivity in suggesting that in the future firefighters may not have all the current competencies. It may suggest that they would not necessarily be fully skilled and therefore present a risk. Feedback to me suggests otherwise.

Training is currently delivered on the basis that all firefighters require the same skills with fire and rescue arguing that this increases flexibility. I am not so sure.

Replacing the current training programme which assumes all firefighters must be equally skilled with a base level of training to be 'safe to ride', complemented with additional competencies, will allow fire and rescue services to more closely align training and technical competence with the Integrated Risk Management Plan. This will also drive better management and planning allowing progression and the attainment of additional competencies in line with that plan.

Fire fighters will be able to achieve more competencies (and pay) aligned with the local requirements. Additionally firefighters who (for whatever reason) lose competencies can retain a firefighter role – aligning fitness with the roles firefighters are best able to perform. Benefits could include – enabling firefighters to serve longer, continue working whilst rehabilitating from illness or injury, continue working at lower fitness levels, acquire specialist skills quicker and integrate better with retained firefighters.

The result is:

The right number of firefighters, with the right skills and fitness levels to support the fire authority's Integrated Risk Management Plan.



Evidence of promotion outside of 'home' station or movement cross authority is limited. Usually the movement is at senior officer level. Collaboration between authorities should be encouraged in this respect, including the movement of resources at all levels of management (but particularly at first level management). This is in contrast to the current situation whereby typically only senior officers move between fire authorities. Indeed, I was given anecdotal advice that movement at lower levels was actively discouraged.

Most promotion takes place directly from the ranks with the newly promoted officer managing teams or working in close proximity to teams they were previously part of. Moving from team member to team leader is a crucial first step in a managerial career. It is only natural and right to feel an affinity with colleagues with whom an individual has learnt their trade.

However, the responsibilities of leadership and management require a line of sight that reaches beyond the immediate team and can cause conflict within that team. For example, taking responsibility for absence management can put a new manager into conflict with a former colleague who is being subject to a performance management process. Whilst this is almost a self-evident statement it should not be underestimated how difficult it can be to undertake such action.

If fire and rescue services cannot offer promotional opportunities away from the original place of work/watch then preparatory management training should be available as part of a strategic workforce development plan. Management training needs to precede appointment as a manager.

Resistance to change is often a result of satisfaction with current performance and a lack of desire to continually push the boundaries. Exposing people to more change, different practice and ways of working, together with working in management teams with different expectations and standards will encourage more stretch in personal delivery and performance, including the transferability of those experiences from one authority to another.

As communicated to me by the Fire Brigades Union, firefighters are also rightly concerned about the quality of training they receive to do the job safely. However, opinion was evenly divided about recent training, with 36% believing the quality of training had worsened, 31% saying it had improved and the remaining third suggesting it was about the same.

Training is vital to undertake any role safely and effectively. Training has to be of the highest standard, but it also has to be relevant to the role that is being undertaken. Automatically training an individual in all competencies will not make

them safer and more effective unless they actually use those competencies. Aligning training with the role undertaken is key and Role based training should be available equally to operational (Grey Book) and support (Green Book) personnel.

## **II. Leadership and management training**

All firefighters undertake common skills based training on joining and that training continues throughout their careers. There is also a comprehensive leadership training programme for those moving from firefighter into officer ranks.

Earlier, in section 4) The Working Environment, I discussed change management, in particular focusing on why positive change didn't seem to flow across the fire and rescue service and implementations seemed to be undertaken multiple times. One variable is, of course, the ability of the manager to make change happen.

One submission to the review made the following observation: -

“My take on the fire and rescue service nationally is that it appears to be “over managed and under led” at times. Perhaps my weak management infrastructure comment should extend to weak leadership. There appear to be significant barriers and/or resistance to progress or acceptance of any transformational change and the bureaucracy of the national negotiating structure would appear to provide the mechanism for this to flourish.”<sup>32</sup>

The suggestion is clearly that the fire and rescue service does not have the leadership quality needed to challenge the barriers to change and to drive through solutions in the face of resistance (wherever that resistance is coming from)

It is useful to understand the difference between managing change and leading change. John Kotter, emeritus professor of change at Harvard University describes it as follows: -

I am often asked about the difference between “change management” and “change leadership,” and whether it's just a matter of semantics. These terms are not interchangeable. The distinction between the two is actually quite significant. Change management, which is the term most everyone uses, refers to a set of basic tools or structures intended to keep any change effort under control. The goal is often to minimize the distractions and impacts of the

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<sup>32</sup> Confidential submission from a serving individual

change. Change leadership, on the other hand, concerns the driving forces, visions and processes that fuel large-scale transformation.<sup>33</sup>

Creating change leaders for the fire and rescue service will be key to the future success of the industry. The challenge to deliver ever more efficiently and effectively in changing political and economic environments will require investment in producing the very best leaders.

I note that the Chief Fire Officers Association, in partnership with Warwick University Business School, have been instrumental in delivering the Executive Leadership Programme (ELP) designed to develop leadership capabilities in the fire and rescue service. Unfortunately the programme is not mandatory, nor is it being used by all fire and rescue services. Whilst a good number of fire and rescue services do support the programme with student nominations of Group Managers and upwards, some do not. I am aware that some fire and rescue services opt for alternative executive development programmes as is the case with one authority who utilise faculty from Harvard University, USA.

Recognising that the Warwick leadership programme is the most widely utilised across the fire and rescue service, I am unconvinced that multiple leadership programmes is the appropriate way forward. The Warwick programme is delivered by a world class university that delivers similar programmes to a wide range of UK industries. Additionally a key issue here is that fire and rescue services look to invest in high quality, value for money leadership development programmes which could be scoped within their annual assurance statements.

Fire and rescue services not using the ELP should reconsider doing so.

## Section 5.4: Gold Book/Principal Officers/Brigade Managers

### **I. Gold Book**

Quite simply there was very limited evidence of any fire and rescue authority actually using or valuing the Gold Book. I asked, on many occasions, principal officers within the fire and rescue service and also fire authority chairs and elected members if they could remember the last time they had used or referred to the gold book. At no point in the field work phase was anyone able to reach for a copy. Some even admitted to never having read any part of it.

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<sup>33</sup> <http://www.forbes.com/sites/johnkotter/2011/07/12/change-management-vs-change-leadership-whats-the-difference/>

With many authorities moving their principal officers pay away from the Gold Book I looked to see if the policies and procedures within it continue to have relevance. Whilst some authorities are still using the Gold Book as a conditions of service manual, many had moved away from this and had replaced it with contracts of employment. This was particularly the case with many county authorities.

So with the very general lack of support, with many authorities paying outside of the Gold Book terms and issuing completely separate contracts of employment I was unable to unearth any meaningful reasons to maintain it (other than to maintain the status quo). It would be fair to note that a minority of authorities did indicate that they would keep the Gold Book however no authorities were able to describe a practical benefit in retaining the Gold Book.

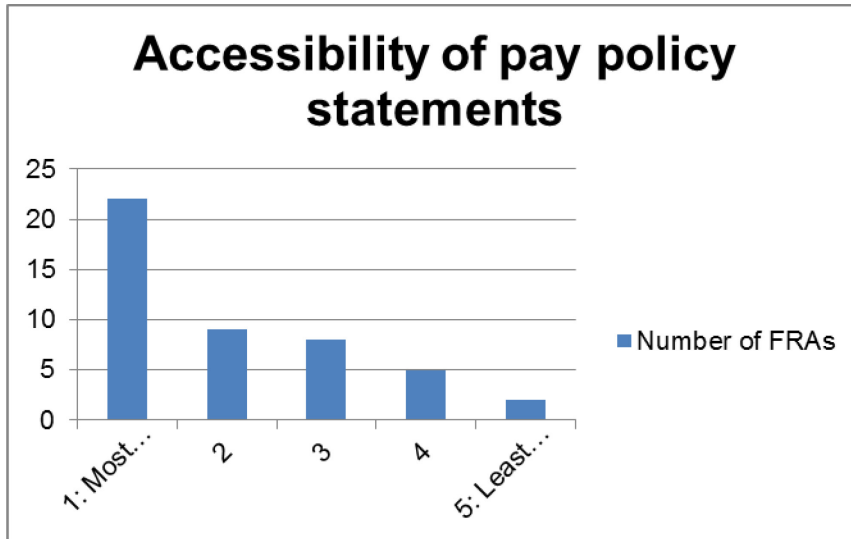
It is my view that the Gold Book conditions of service (for Principal Officers and Brigade Managers) should be discontinued. Given that local arrangements have effectively already superseded the Gold Book there should be nil or negligible transitional cost.

## **II. Accessibility of pay statements**

Sections 38 to 43 of the Localism Act 2011 require councils and fire and rescue authorities in England and Wales to prepare and approve a statement setting out their policies in relation to a range of matters on the pay and reward of their staff, particularly senior staff.

The ease of access (transparency) of these policies varies considerably between authorities and it is difficult to ascertain if 1) the policy and 2) the consequential pay decisions meet the legal requirements placed on the authority, an example being the stance taken by Cambridgeshire on the retirement and re-employment of staff which triggered an exchange of letters with the Fire Minister at the time. However it would be unfair to simply single Cambridgeshire out. There are a number of authorities who, in my view, could do more to improve transparency and their scrutiny committees should review the spirit of their compliance with the Localism Act.

Certainly in some instances policies (whilst technically published) are almost buried in papers prepared for meetings. To illustrate this point, I arranged for a search of authority websites to locate the pay policy statements and assess how easy they were to find – see diagram below.

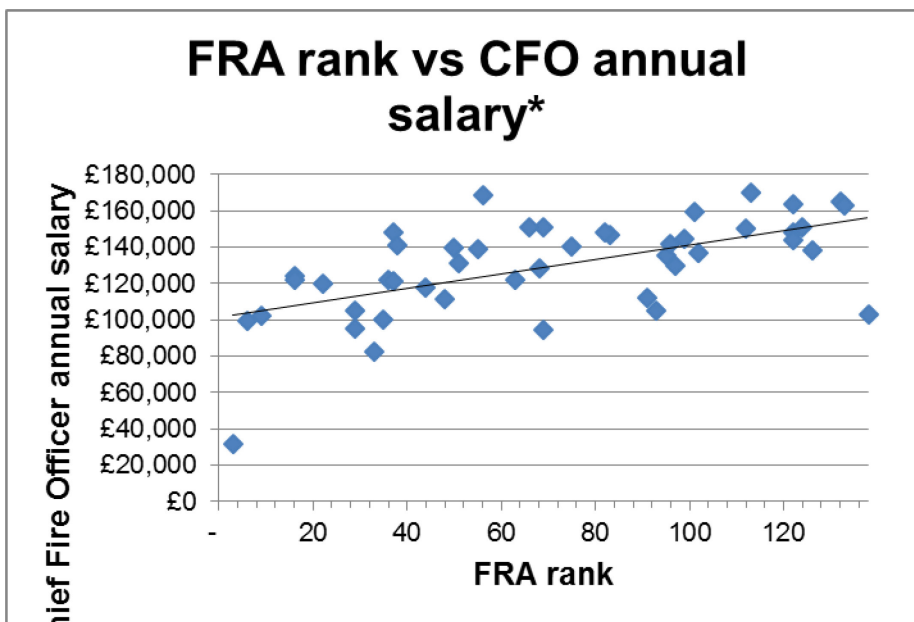


All fire and rescue services and fire authorities should review the accessibility of their pay policy statements.

### III. Job Evaluation

The terms of reference asked me to consider the arrangements for agreeing remuneration of senior officers in fire and rescue authorities.

A review of the current (March 2015) remuneration (salary) against a simple algorithm representing complexity of role gave limited correlation of salary versus size of the role.



\*The low data point at £31,700 is the part time salary of the chief fire officer of the Isles of Scilly.

The size and complexity of the role is represented by the scale FRA rank. Each fire and rescue service was assigned a FRA rank score by ranking three variables independently and then combining and summing the ranked scores.

The three variables used were: -

1. The population of each Fire and Rescue Service
2. The gross expenditure of each Fire and Rescue Service
3. The total firefighter headcount (whole time and retained) of each Fire and Rescue Service

This method gives a final 'Fire and Rescue Service size' table, which can then be compared against the Chief Fire Officer salaries. The salaries used are shown in appendix 4.

Using the above approach there a correlation of 0.588 between salary and the size/complexity of the fire and rescue service. However it is not the actual correlation that is the issue. The number of outlying points is significant and those above the correlation are particularly relevant as these show which roles have a level of remuneration which may appear generous given the level of complexity of the fire and rescue service.

For the purposes of establishing if there is a concern (to answer the question posed by the terms of reference) I used a simple three point factor approach to complexity with an assumption that variables such as population covered, spend, and number of employees directly relate to the size of the role undertaken.

From my field work it was apparent that a three point factor approach may be too simplistic. Principal Officers, in many instances, have responsibilities that range far beyond that of managing a fire and rescue service. In county fire authorities it was common to find roles such as Head of Highways, Children's Services or Coroner's Office (amongst others) to be part of the job description of a Principal Officer. I also recognised the very different challenges of running a metropolitan or a rural service, the very different relationships between the Chief Fire Officer and the Chair/members of the Fire Authority and also the industrial relations environment.

In terms of pay, principal officers are either paid under the Gold Book terms (see above) which allow for a twin track approach of core basic salary, topped up with a local variable amount set locally or are taken out of the gold book terms and paid on a local authority scale. Different job evaluation approaches are taken to align roles at the appropriate point on these scales.

The Gold Book sets minimum not maximum pay levels – which itself is a little surprising. It is more customary to find maximum salary levels, or at least pay bands with a minimum and maximum. Currently by virtue of the twin track approach

combined with local authority alternative scales it is difficult and probably impossible to compare principal officers' pay across the industry.

In order to offer comparison across the all authorities a common methodology is required. I noted that various job evaluation schemes have been deployed by a number of fire authorities but these have been focused on alignment to grades rather than cross industry salary benchmarking.

I asked PwC to consider the above points and the terms of reference of this review to suggest a route forward to provide, based on all job factors, a methodology which would allow genuine comparison across all principal officer roles, regardless of authority, or if the individual was within or outside the Gold Book terms.

PwC have provided that methodology (see appendix 7 for the full report).

Until there is a comparative way to look at principal officers' roles across authority boundaries in a fair and transparent manner it is not possible to assert if the current structure governing the pay of the principal officers of the fire and rescue service is delivering appropriate value for money with respect to other fire authorities.

A comprehensive job evaluation analysis of all the principal officer roles across the fire and rescue service would need to be completed to allow for that comparison to be made. Should such an exercise be completed it would provide an objective justification for setting pay, allow for external comparison, transparency and additionally some element of market-based pay to be introduced. An expected added benefit would be the ability to compare roles externally, therefore increasing the potential talent pool for future appointments and succession planning.

#### **IV. Chief Fire Officers Association**

During the field work phase of my research I was taken by the number of people who pointed out the stability of tenure of the Local Government Association, the key players from the various Trades Unions, the National Fire Policy team and many others and contrasted it with the rotating presidency of the Chief Fire Officers Association whereby a president serves just one year in office.

I note the many initiatives being led or supported by the Chief Fire Officers Association (CFOA) and the role they take in leading and influencing the fire and rescue service.

In their own words<sup>34</sup>: -

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<sup>34</sup> Chief Fire Officers Association website, [www.cfoa.org.uk/about](http://www.cfoa.org.uk/about), 2015

“CFOA is the professional voice of the UK fire and rescue service, supporting members to fulfil their leadership role in protecting local communities and making life safer through improved service delivery”

“Providing professional advice to inform government policy, CFOA is committed to developing both strategic and technical guidance and sharing notable practice within the wider FRS”

“CFOA is the driving force in managing change and implementing reforms in the service”

I also note that the route to the presidency is via a two year introduction as vice president elect, vice president and then in the third year president.

In the absence of a single national fire service or fire inspectorate, the role undertaken by CFOA, is key in providing consistency across the industry, cross authority leadership in fire and rescue matters, and independence from any one authority or Government.

To align better with those that CFOA interact with and influence, I recommend that the board of directors and wider membership of CFOA consider whether it would be advantageous to appoint a president for a period longer than one year.

- **Management of the Fire and Rescue Service recommendations**

1. Fire authorities should keep the number and level of commitment of fire authority elected members under review. The right number may differ by authority but should be large enough to allow scrutiny without becoming burdensome on operational delivery.
2. Recruitment and selection academic standards should be immediately raised.
3. Fire and rescue services should create critical mass by collaborating in recruitment including lateral recruitment into ‘fast track’ management programmes.
4. Fire and rescue services should explore a collaborative approach to the creation of succession plans and senior leader programmes with more cross authority developmental moves
5. Where collaboration could lead to more formal mergers, Government should find transformational funding to support the creation of larger fire and rescue services that offer critical mass in areas of technology introduction, recruitment, succession and development.



6. Fire and rescue services should maintain an up-to-date strategic workforce plan.
7. Fire and rescue services that cannot offer promotional opportunities away from the original place of work/watch then preparatory management training should be available as part of a strategic workforce development plan.
8. The expectation that all fire fighters attain the same, maximum, level of competency should be removed. The wide and increasing range of roles and activities undertaken by fire fighters calls for a more sophisticated alignment of capability with the activity required in support of the local Integrated Risk Management Plan than can be provided by the view that 'a fire fighter is a fire fighter'.
9. Training and pay should reflect a 'safe to ride' measure – basic core skills and core pay followed by competency based increments as required (which in the event of losing that competency means that the fire fighter retains their job albeit without that competency).
10. To create and maintain (in the face of decreasing numbers) a cadre of managers capable of becoming future fire and rescue service leaders, a standardised industry wide approach to leadership development should be adopted.
11. Fire and rescue services not using the Executive Leadership Programme should reconsider doing so.
12. A lateral, industry wide, recruitment scheme should be created. This will fast track managers through the experiential requirements and into senior roles.
13. The Gold Book (conditions of service for principal officers) should be removed along with that for Brigade Managers. With pay and conditions of service agreed locally subject to the introduction of a more sophisticated job evaluation programme that better reflects job size, role complexity and other duties in a way which allows inter authority comparison.
14. All fire and rescue services and fire authorities should review the accessibility of their pay policy statements.
15. The Chief Fire Officers Association should consider increasing the term of office for the role of president from 1 year to 2 or 3 years – to provide increased stability of leadership.

# **Appendix 1**

## **Terms of reference**

To review the conditions of the service of chief fire officers and firefighters, and the processes by which they are determined to consider whether they present barriers to the reform, improvement and efficiency of fire and rescue services.

In particular, the review should consider barriers to:

- the flexibility and responsiveness of staffing and crewing arrangements.
- collaboration and integration with other emergency services.
- the increased use of on call firefighters.
- clarity of process in the fair recruitment and remuneration of senior fire officers and fire officers

The review should also consider the national arrangements for agreeing conditions of service, in particular:

- whether a UK-wide process remains appropriate;
- whether there is sufficient independent advice and expertise in the process;
- whether there are sufficient mechanisms to ensure that conditions of service keep pace with the rest of the public sector;
- consider the current usefulness of the Grey and Gold Books, and the present arrangements for dispute resolution within the Grey Book;
- consider the arrangements for agreeing remuneration of senior officers in fire and rescue authorities;
- identify any barriers in moving between the Grey and Green Books;
- the impact on services by the undertaking of activity, by firefighters, outside of normal working hours/shift systems.

In conducting this review, the review team should consult with fire and rescue authorities, firefighters, representative bodies, and others they deem relevant. It will report to government, but should make recommendations to others, including fire and rescue authorities and representative bodies. The cost of any recommendations should be calculated and in sufficient detail to enable effective implementation.

## Appendix 2

### Governance structure for fire and rescue and geographical location (as at March 2015)

	<b>Local Authority</b>	<b>Membership</b>	<b>Funding Route</b>
County (11)	Fire and rescue services are part of the County Council.	One of the County Council members is portfolio holder for fire and rescue.	Funding to the county but not clearly identified and not ring-fenced, council sets the budget of the fire and rescue service. No separate fire precept.
Unitary (4)	Fire and rescue services are part of the Unitary authority	Various, set out in legislation.	
Combined (24)	A stand-alone authority covering pre-1992 county council areas, including a combination of residual county councils, district councils and unitary authorities.	Maximum 25 elected members nominated from constituent authorities.	Funding direct from central government, plus precept across constituent authorities.
Metropolitan (6)	A stand-alone authority covering the area a number of Unitary Authorities within the Metropolitan Counties set out in 1974.	Membership is set out in Local Government Act 1985, which specifies numbers from each constituent council.	
London Fire and Emergency Planning Authority (1)	A stand-alone authority including emergency planning, covering 31 London Boroughs plus City Corporation.	17 elected representatives plus 2 Mayoral appointees.	Separately identified, but funding to the Greater London Assembly is non-ring fenced. The GLA then set the budget requirement for LFEPA. No separate fire precept.

# Appendix 3

## Fire & Rescue Authority Governance and Location (March 2015)



## Appendix 4

### Chief Fire Officer annual salaries and complexity rank

Data for Chief Fire Officers' salaries has been obtained from each fire and rescue service website. Fire and Rescue Authorities are required to include the salaries of senior officers in their annual Statement of Accounts.<sup>35</sup>

Number	Authority	CFO Total reward <sup>36</sup>	FRA Rank <sup>37</sup>	Visited during review
1	Merseyside	£170,000	113	✓
2	Cambridgeshire	£168,302	56	✓
3	Greater Manchester	£165,000	132	✓
4	Kent	£163,600	122	✓
5	West Midlands	£162,903	133	✓
6	South Yorkshire	£159,701	101	
7	West Yorkshire	£151,172	124	
8	East Sussex	£151,123	69	
9	North Yorkshire	£150,661	66	✓
10	Lancashire	£150,000	112	✓
11	Cleveland	£148,422	37	✓
12	Essex	£148,266	122	✓
13	Leicestershire	£148,220	82	✓
14	Cheshire	£146,972	83	
15	Staffordshire	£144,873	99	✓
16	Hampshire	£143,823	122	
17	Nottinghamshire	£141,592	96	
18	Durham	£141,400	38	✓
19	Derbyshire	£140,536	75	
20	Buckinghamshire	£140,000	50	✓
21	Berkshire	£138,857	55	

<sup>35</sup> Data was taken from accounts published September 2013.

<sup>36</sup> Amounts quoted do not include pensions

<sup>37</sup> See page 69 for the definition of 'FRA rank'

22	Devon and Somerset	£137,954	126	
23	Tyne and Wear	£136,611	102	✓
24	Humberside	£135,779	95	✓
25	Dorset	£131,301	51	✓
26	Avon	£130,080	97	
27	Norfolk	£128,100	68	
28	Shropshire	£124,008	16	
29	Warwickshire	£122,254	16	
30	Hereford & Worcester	£122,027	63	✓
31	Northamptonshire	£122,000	36	✓
32	Oxfordshire	£121,176	37	
33	Gloucestershire	£120,146	22	✓
34	Suffolk	£117,465	44	
35	Surrey	£111,838	91	
36	Lincolnshire	£111,223	48	
37	Hertfordshire	£105,330	63	
38	Cumbria	£105,000	29	
39	London F&EPA	£102,626	138	✓
40	Northumberland	£102,000	9	✓
41	Wiltshire	£100,151	35	
42	Isle of Wight	£99,721	6	
43	Bedfordshire	£95,085	29	
44	Isles of Scilly*	£94,699	3	
45	West Sussex	£94,260	69	
46	Cornwall	£82,500	33	

\*The CFO for the Isles of Scilly works 7.4 hours per week as Chief Fire Officer. The annualised salary is £94,699

# Appendix 5

## COBRA – Cold Cut Systems

I have included a more detailed reference to COBRA as it was utilised as a question during the field work phase (late 2014) of the review. Fire and Rescue Services were asked why they were or were not implementing COBRA as an example of trying to understand why change is happening in some fire and rescue services and not in others.

There is no endorsement of the technology nor any suggestion that this is a product or process that should be rolled out across the fire and rescue service.

Cobra is a firefighting system developed by Cold Cut Systems of Sweden. COBRA utilises high pressure water (300 bar) and can be used in conjunction with an abrasive compound to cut through materials releasing high pressure water droplets to a fire compartment. These water droplets are proven to absorb heat in the compartment and very quickly, using minimal water. I.E. temperature levels that are near flashover levels +600°C are reduced to below 100°C in under a minute, using only 1 litre of water thus reducing water damage and more importantly allows firefighting operations to be carried out externally in a safer area (traditional methods crews are deployed into fire compartment) also improving conditions for casualties.

Northamptonshire Fire and Rescue Service is a proactive user of this technology and gradually installing the equipment to standard and specialist fire appliances. The Cobra concept forms part of a new firefighting approach, using innovative technology to extinguish structural fires, combined with thermal image cameras and Positive Pressure Ventilation, a more effective firefighting technique can be applied.

Northamptonshire Fire and Rescue Service have trialled and introduced Rapid Intervention Vehicles and or COBRA Intervention Vehicles (CIV) which are smaller vehicles than traditional fire appliances (van) that utilise COBRA technology to back up the traditional response with fire appliances, or to supplement fire cover where this is reduced due to staffing issues I.E. Retained Duty System areas where crew levels can be unpredictable due to crews primary working commitments or other operational activity.

The RIV, CIV provides a capability to intervene in **some** fires with potentially reduced crewing levels whilst waiting for additional/ traditional resources to intervene offensively.

## Appendix 6

### Percentage of fatalities thought to be already dead when firefighters arrived

<b>2013/14</b>	
Thought to be already dead when Firefighter arrived	131
<b>Grand Total</b>	<b>131</b>
<b>2013/14</b>	
Alive on leaving scene, but died later	74
Not known	9
Thought to be already dead when Firefighter arrived	131
Unable to resuscitate at scene, confirmed dead at hospital	19
Unable to resuscitate, confirmed dead at scene	40
<b>Grand Total</b>	<b>273</b>
	48%



# **Appendix 7**

## **Full PwC report on Job Evaluation for Principal Officers**

### *Purpose*

- 1.1 PwC was asked by independent reviewer of the Fire & Rescue Service (FRS) terms of service, Adrian Thomas, to provide observations and comments related to an approach on how a review of Senior Fire Officers pay could be undertaken.
- 1.2 As per an email from Adrian Thomas on 1 February 2015, PwC was asked to provide commentary on the following:
  - 1.2.1 A method of evaluating the size of Senior Officers' roles across England taking into account the different types of authorities and the different regions of England. PwC was asked to consider what might be a preferred approach and the reasons why;
  - 1.2.2 The disparity of Principal Officer pay across the different Fire and Rescue Authorities;
  - 1.2.3 The impact of any changes to role size under job evaluation should there be a reduction in the number of authorities;
  - 1.2.4 The legality of "retirement and rehire", ensuring the difference between rehire into the same or different role is communicated transparently and approved by the fire authority.
  - 1.2.5 The financial implications on the public purse from allowing firefighters to retire and by re-hired with a pension abatement? It is recognised that recruitment costs are avoided, employer/employee pension and/or NI contributions may be avoided, lump sums taken from pension schemes will reduce the size of the pensions reserves and may impact valuation, etc. and;
  - 1.2.6 Consideration of any change of the potential impact on the available talent pipeline (internally or externally).
- 1.3 The purpose of this paper is to provide views on one possible approach on how Senior Officers' remuneration packages could be reviewed. PwC recognises there are other valid approaches.

## Scope

- 1.4 PwC understands as part of the review of Senior Fire Officers' terms of service, the process behind the establishment of Senior Officer Pay in the Fire and Rescue Service is being considered. Part of this assessment is to assess whether national arrangements for remuneration remain competitive and consistent within senior roles.

## Rationale for the Review

### *Disparity across the country*

- 2.1 Reviewing pay across the different Fire and Rescue Authorities, there is evidence which points to a discrepancy between salary level and the size of the role (considering the number of employees within a service). Furthermore, after a high level review of job descriptions of Senior Fire Officers it appears some roles include certain responsibilities which are disproportionate to their remit. This creates complexities when comparing roles, as further analysis will be required to objectively compare roles.
- 2.2 Currently, PwC understands that the pay of a Senior Officer is decided by two factors: 1). a National Pay Scale as detailed in the Gold Book plus 2). a locally decided element (which can be as large or larger than the national award). In some cases the Senior Officers are on a local council salary scheme and are outside the Gold Book entirely. In these cases pay is 100% locally driven. It appears around 300 Officers are in roles which are covered by the Gold Book.

### *PwC's understanding of why is it a challenge?*

#### 2.3 *Impact on the Talent Pool*

PwC understands that generally, due to few academic qualifications and an increase in in-house training available, there is a view shared by some Fire Officers that working up the ranks will lead to senior roles. However, there is an opposing view that Senior Officers are operational leaders and/or managers, so do not require in-depth knowledge of the Fire & Rescue Service's processes and procedures. These contrasting views lead to an interesting debate about the future of the Service.

PwC understands that recruitment is generally reassigned to those already in the role. This could lead to talent pools stagnating or even shrinking, putting the future of effective service delivery at risk. PwC understands that it has

been agreed that external recruitment is needed to bolster the skills and fill in a potential talent gap.

#### 2.4 *Retire and Rehire Dynamic*

PwC understands there may be some disillusionment by the public regarding the ability of individuals within the public sector to retire and be re-hired into the same role. PwC understands that the Fire and Rescue Service allows this practice, and it is thought the last two Government Senior Fire Advisors also followed this practice. It is understood that in most (possibly all) of the Fire and Rescue Service the same practice applies throughout the ranks – although below Principal Officers those rehired tend to go into non-operational roles (e.g. community fire safety personnel).

#### 2.5 *Paying for the role, not necessarily for the person*

Given the current challenges of budgetary cuts and pressure to reduce headcount within the public sector, there is a great need for committed leadership and not just managers within the Fire and Rescue Service.

With this in mind, a systematic process of determining the relative ranking of senior roles within the Fire and Rescue Service is required. A framework can be established to define roles and hierarchy and reflect the complexity of different roles, providing a foundation for reward and talent management decisions.

### **1 *PwC observation: create a fair, objective baseline using the principals of job evaluation***

#### *Why Job Evaluation*

- 1.1 PwC believes the starting point of any review should be to create an objective basis which will allow for accurate measurement and comparison of roles across the FRS. Additionally, PwC would suggest that with an agreed baseline of the roles, there can be some steps toward external parity. This is in line with the Hutton Review on pay where the “weight of each role” is considered. One approach which may be adopted to achieve this baseline for accurate comparison is via a *job evaluation* methodology.
- 1.2 One of the principals which underpins job evaluation is that job complexity increases with seniority, therefore requiring greater levels of knowledge, skills, communication ability and lateral thinking. Accessing key criteria will allow for objective comparison as the principals for assessment are equal.

Furthermore, job evaluation assesses the competencies required for a role – it is not driven by the individual.

- 1.3 The measurement for job complexity may differ by the job evaluation system and what an organisation has determined is strategically important. For example, one organisation may put significant weight on budgetary control while another may believe reputational impact is critical. As a general rule, there are four to eight key areas which are measured with several sub-categories which will underpin the headline areas.
- 1.4 An example of the key categories (“factors”) is shown in Section 4.
- 1.5 PwC does recognise that some of the senior roles within the FRS may have been evaluated in the past. However, it is our understanding that not all roles across all services have been evaluated so no relative comparison exists.
- 1.6 If the intention of the job evaluation process is not to use it for internal grading purposes, the methodology should be kept relatively simple. The objective of achieving accurate job matching may be better served by using a straightforward scheme which focuses on a fairly small number of key job characteristics.
- 1.7 PwC would suggest reviewing a portion of the c.300 officers, looking for: diversity of role, various employing service, a spread of headcounts and complexities of the organisational structure. As similarities will be identified between services, we do not believe you need to review all of them. Our experience would suggest a sample of 10% to 20% may be required. It may be also appropriate to evaluate Deputy Chief Fire Officers to understand the relativities.
- 1.8 In reviewing the roles, a method would be developed for measuring the comparable “size of the job” across the Fire and Rescue Service. This may be considered a type of job levelling. This would also allow for an external job matching process by establishing a profile for each Senior Fire Officer job in terms of the characteristics which are required to perform the job. Secondly, it would help determine a relative job “weight”. That is, an objective measure size which will allow for comparison between roles within the FRS, across services and throughout general industry.
- 1.9 By creating a methodology, any changes to, and evolution of, the FRS are catered for, as the methodology will not be dependent on size, structure or service variations. The methodology will allow for change to the number of services or changes to the role of Senior Officers.

#### *Potential Project Approach*

- 1.10 Previously, when PwC has run similar projects, including the review of senior police roles across the country, a first stage was to determine whether there

was a reasonably good match between jobs in terms of the tasks and responsibilities performed by the jobholders.

- 1.11 As a second part of the initial stage, an assessment of the job profiles of the Senior Officer roles would be required. A match to an existing role would be sought (i.e. a match to a role in the PwC database) to look for a comparative role in either the public or private sector, depending on the information gathered. A “ranking” or level would be given to the role.
- 1.12 The next step would be to undergo selected stakeholder interviews to gather further information related to the role and job undertaken.
- 1.13 Analysis would then follow to score the job in order to determine a rank for the in-scope Fire and Rescue Service roles. After sizing all the roles in scope, a review of the evaluations would be undertaken to identify any apparent anomalies and resolve any instances of identified inconsistency.
- 1.14 The final step in this process would be to consider the impact of other influences on pay levels. These influences would include any recruitment and retention difficulties for particular ranks, competencies or additional skills required of particular posts (for example the more demanding posts). This analysis could have an impact on the “weight” assigned to the role. This stage would end with pay benchmarking analysis – both internal comparisons (across the Fire and Rescue Service) and external ones (for other roles of similar size/ level).

#### *Job Evaluation Outcomes*

- 1.15 Lastly, an analysis of all the roles across the Fire and Rescue Service, including pay, would be completed to allow for changes and adjustments as required. It would provide an objective justification for setting pay, allow for external comparison and some element of market-based pay to be introduced. An expected additional benefit would be the ability to compare roles externally, therefore increasing the potential talent pool for future appointments and succession planning.

## **2 PwC’s Job Evaluation System**

As an example of one job evaluation process, the PwC Six Factor methodology could be used to evaluate and weigh roles. For illustrative purposes, we have provided sample questions which could be used to help develop an understanding of the role, analysing the work through a lens related to the six factors. The answers would be assessed against a master scoring matrix to size the job.

<i>Category/ Factor</i>	<i>Description of Factor</i>	<i>Guiding Questions &amp; Observation Cues</i>
<b>Knowledge</b>	Knowledge is essentially a database of information that is held and used by the jobholder in carrying out his/her work and refers to the breadth of knowledge required to do the job. It can be acquired through experience as well as education and training.	<ul style="list-style-type: none"> <li>• What areas of knowledge are required to undertake your job?</li> <li>• What is the difference between a new job holders as compared to an experienced job holder?</li> <li>• What is the change in requirements to move to a more senior job?</li> </ul>
<b>Specialist Skills</b>	Specialist skills are acquired through natural ability, training, experience or practice. Specialist skills are different from knowledge, although they involve the use of knowledge to produce outcomes. For example, the jobs of a general manager may require broad knowledge but few specialist skills.	<ul style="list-style-type: none"> <li>• What are the requirements to undertake the job at a fully competent level?</li> <li>• What makes the job different to other jobs in your team?</li> <li>• What new skills do you require to progress in the organisation?</li> </ul>
<b>People Skills</b>	People skills are required for getting things done with and through people. These skills are used when working within organisations, for example, in line management, team working and communicating with colleagues or in working with suppliers, customers and the general public.	<ul style="list-style-type: none"> <li>• Who are the regular points of contact in the course of your job?</li> <li>• How much freedom is there to change contact points?</li> <li>• Are there limits on what can or cannot be communicated?</li> </ul>
<b>External Impact</b>	External impact looks at the extent to which the jobholder has an impact on the services provided to customers outside the organisation, distinguishing between jobholders who have a direct and an indirect impact on client service.	<ul style="list-style-type: none"> <li>• How much contact do you have with the public?</li> <li>• What is the scope of that contact and what boundaries do you need to operate within?</li> <li>• Who else would you deal with and what is the nature of that contact?</li> </ul>
<b>Decision Making</b>	Decision making looks at the complexity of factors to be considered and the extent to which information for consideration is likely to be ambiguous or conflicting.	<ul style="list-style-type: none"> <li>• What type of decisions do you have to make in the course of your work?</li> <li>• How much freedom do you have to make your own decisions?</li> <li>• What would happen in a situation where your manager is not available?</li> </ul>
<b>Strategy</b>	Strategy refers to the requirement of a job holder to think ahead or 'outside of the box' as well as develop and implement new ideas. This factor measures the extent to which the jobholder is required to be creative, rather than making choices within existing rules and procedures.	<ul style="list-style-type: none"> <li>• How much of your job is set-down within rules and procedures?</li> <li>• What happens if the situation is not covered by the rules and procedures?</li> <li>• What is the process for making changes to operating procedures?</li> </ul>

The questions above are a sample and would need to be customised for any review of the Fire & Rescue Service.

There are many other job evaluation systems available in the market which could be leveraged to produce comparative results.

### **3 Total Employee Value Proposition**

- 3.1 Following a job evaluation exercise, the roles across the Fire and Rescue Service can be compared and the pay and benefits of each considered. The purpose would not be to increase or decrease remuneration but rather to provide each relevant authority an evidence-based structure to consider the appropriate level of remuneration for the Senior Officers.
- 3.2 PwC would expect the output of any job evaluation and subsequent comparison to be one component of the decision on what is the appropriate level of remuneration for a role. Other considerations could include: the talent pool (i.e. the need to attract and retain a job holder), external talent forces (i.e. what is happening in the broader pay market), internal relativity (i.e. what other senior posts within the relative Authority earn) and the overall employment offering (i.e. holiday offering, pension, benefits, work-life policy, etc.).
- 3.3 It is recognised some senior role holders within the Fire and Rescue Service are individuals who have completed 30 years of service, retired and then been rehired as contractors in the exact same position on same/ similar compensation but who also draw a pension which has been rightfully accrued. The fairness of this perceived “double dipping” has been questioned by some.
- 3.4 PwC does recognise this practice happens in other parts of Government. However, some departments use abatement - a process commonly used in public sector pensions whereby there is a reduction or suspension of pension income when a pensioner is re-employed in a similar role.
- 3.5 In the case of the Fire and Rescue Service, the principal of abatement would be that Officers would not receive more than total remuneration during post retirement reemployment than the rate of salary on the last day of earlier service.
- 3.6 If the Government were to consider changing the relevant legislation or pension scheme rules, one consideration should be the definition of “contractor” as it can be a matter of judgment.
- 3.7 In reviewing the Employee Value Proposition and how Senior Officers are paid, the manner and approach for how they are measured should also be considered. Performance Management should be reviewed to ensure it is robust and accurately reflects an objective and fair process for identifying success and supporting development for Senior Officers.
- 3.8 The Hutton Review comments on “due dessert”. It was highlighted that “reward should be proportional to the weight of each role and each individual’s

performance”. Setting pay and comparing roles can only be achieved if the role holder is regularly and fairly assessed.

## **4 Conclusion**

- 4.1 PwC does recognise the challenges currently faced by the Fire and Rescue Services in terms of objective comparison of senior roles across the Service. Given the different sizes of Authorities, remit of the in-scope roles and local talent challenges; comparison may be a challenge.
- 4.2 Job Evaluation is one methodology which could be employed to create a justifiable comparison. Once a job evaluation process has been completed, pay and other benefits can be analysed and necessary changes could be made.
- 4.3 One additional benefit would be accurate comparison with the external talent market, potentially increasing the talent pool available for senior roles.
- 4.4 Following the creation of a baseline for role comparison, the broader questions of Total Reward and the Employee Value Proposition can be looked at for fairness, equity and creation of a reward philosophy which can be used across all Authorities.



# **Appendix 8**

## **Material reviewed**

Summary of material reviewed - previous reviews, national & local bodies/structures...

1. Facing The Future - Findings from the review of efficiencies and operations in fire and rescue authorities in England - Sir Ken Knight May 2013
2. National Agreement on Pay & Conditions of Service - National Joint Council for Local Government Services - First Edition 1997 (updated 2005)
3. The Future of the Fire Service: reducing risk, saving lives - Professor Sir George Bain 2002
4. Our Fire and Rescue Service - Office of the Deputy Prime Minister June 2003
5. Fire and rescue national framework for England - Department for Communities and Local Government July 2012
6. Accounting Officer Accountability System Statements for Local Government and for Fire and Rescue Authorities - Department for Communities and Local Government September 2013
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18. Submission from Women in Service (Fire Officers Association) 2014
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21. Submission from Association of Principal Fire Officers 2014
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23. Submission from the Asian Fire Services Association
24. Submission from Professor Kim Mather, Industrial Relations in Staffordshire Fire and Rescue Service 2014
25. Submission by Professor Linda Dickens, Independent Chair, National Joint Council 2014
26. Response to Facing the Future review by County Durham and Darlington Fire Authority 2013
27. Accounting Officer Accountability System Statements for Local Government and for Fire and Rescue Authorities, September 2013
28. Submission from the Fire and Rescue College, Morton in the Marsh, 2014
29. High potential leadership programme part 1, Skills for Justice
30. Operational Assessment and Fire Peer Challenge Toolkit, 2014
31. Response to Dorset Fire Authority consultation "Strengthening our Fire and Rescue Service", Dorset Fire Brigades Union, 2014
32. Community Protection Plan, Northamptonshire Fire and Rescue Service, 2014
33. Survey of Retained Duty System Managers, Michael Thewlis, Employment Research and Consulting, February 2011
34. Questionnaire responses received from 46 Fire and Rescue Authorities 2014/2015
35. Questionnaire responses received from 3,000 individual fire fighters
36. Face to face and group meetings with over 200 individuals (from Fire Authority Chairs, Senior Managers, Managers and Fire Fighters) from 21 Fire & Rescue Authorities 2014/2015.

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## **LANCASHIRE COMBINED FIRE AUTHORITY**

Meeting to be held on Monday 19 December 2016

### **RETAINED DUTY SYSTEM (RDS) PAY REVIEW**

**(Appendix 1 refers)**

Contact for further information:

Keith Mattinson - Director of Corporate Services – Tel: 01772 866804

#### **Executive Summary**

The report highlights the outcome of the RDS Pay Review that has been undertaken.

The report recommends moving away from the current salary scheme to a hybrid model based on a set reward for commitment and paying separately for actual activity.

The proposed changes result in an additional cost of approx. £300k, which is already included in the draft budget, with approx. 80% of personnel better off under the proposal and 20% worse off.

Personnel that are worse off will receive three years pay protection.

#### **Recommendation**

Members are asked to approve the revised scheme for implementation on 1 April 2017, subject to the outcome of the Fire Brigade Union (FBU) vote on this.

#### **Information**

The RDS Salary scheme was introduced in April 2006 in order to aid recruitment and retention, improve pump availability and allow greater flexibility for retained to undertake community safety activities. This followed extensive consultation in developing and agreeing a scheme, including the FBU undertaking a vote which resulted in 80% respondents voting in favour of the new salary scheme.

This salary scheme replaced the grey book scheme whereby a retaining fee is paid, plus individual payments based on activity in the form of Turnouts and Attendances and a further payment in respect of drill nights attended. Under this scheme it was recognised that as activity levels fell earnings would also fall and there was a concern that earnings under the grey book scheme would fall to a level whereby personnel were not prepared to undertake RDS duties.

As such the salary scheme was developed based on a set salary pro-rata to the number of hours of cover provided, and taking account of station activity levels, on a banded basis, i.e. 0-100, 100-200 etc. Under this system it was still recognised that as activity levels fell station bandings would fall and therefore earnings would reduce, hence at the time of introducing the scheme the Authority agreed to protect the overall pot of money and undertake a tri-annual banding exercise whereby base salaries for each banding were adjusted to ensure that overall costs remained the same. (It is worth noting that as activity levels fell, earnings would reduce under the grey book scheme.)

The salary scheme was the first in England and required an investment of £600k, and resulted in Lancashire personnel being the highest paid RDS personnel in the country, relative to activity levels.

Rebanding exercises have taken place in 2008 and 2011 taking account of the previous three years activity levels, both of which resulted in some stations moving down the banding system but with the base salary level being increased to maintain the overall pot of money. As a result of these exercises 16 stations have moved into lower bandings, and will therefore have suffered a reduction in earnings, whilst 10 have remained in the same banding and 1 has moved up a banding, all of whom will have seen an increase in earnings. Since its implementation £250k has been re-invested into the scheme in order to maintain the overall pot of money at the same level.

The rebanding exercise scheduled for 2014 showed 12 stations reducing in banding and following concerns being raised about the impact of this on personnel the results were not implemented.

There remain serious concerns about the benefits the salary scheme has delivered. Whilst the majority of staff are better off under the scheme there has been a general reluctance for personnel to admit this. Furthermore recruitment and retention have continued to be problematic with the Service currently running at a vacancy factor of over 10%. Managerially the scheme has created considerably more work in order to try to maintain pump availability and distribute hours of cover evenly across the week. The financial incentive to 'turnout' or provide additional hours over contact has disappeared. The rebanding exercise causes difficulty in terms of personnel/stations who suffer a reduction arising from this (despite this being part of the agreed scheme and despite everyone being aware of this). Therefore as part of the RDS Strengthening and Improving agenda we agreed to undertake a more fundamental review of the scheme to determine whether it remained fit for purpose or if not what amendments were required, recognising that any additional investment required must deliver improvements.

## **Review**

In order to review the scheme a questionnaire was sent to all RDS units asking them:

- what works in the current salary;
- what doesn't work and why it doesn't;
- what changes you would propose;
- what you anticipate the impact of any changes would be in terms of our core issues of recruitment, retention and availability.

Out of 29 units only 11 responded, and within those responses the standard was extremely varied. Included within the questionnaire was a call for additional volunteers for the review group, but again this elicited a very limited response with only 4 personnel being put forward.

An RDS Pay Review Group consisting of 8 representatives from the RDS personnel across the service was established and they reviewed the responses.

The Group agreed that any eventual proposal must be perceived as being fair, rewarding both commitment, i.e. hours of cover provided, as well as activity, i.e. actual number of incidents attended, drills undertaken etc. The Group also agreed that any system must take account of current activity levels rather than historical ones, thus ensuring consistency of reward.

## **Options Considered**

The following options were considered:-

- Undertake rebanding exercise;
- Freeze current bandings;
- Reduce the pay differential between bandings;
- Introduce a flat rate of pay, regardless of activity;
- Introduce a banding system based on high, medium, and low activity levels;
- Implement a modified scheme based on grey book activity payments.

Having considered these the group proposed the following modified scheme based on grey book activity payments:-

### Reward for commitment

A retaining fee is paid based on contracted hours of cover, regardless of activity levels. For a FF providing 120 hours of cover this is set at £6,250 per annum. The equivalent grey book retaining fee is £2,945, so this represents a significant increase. The retaining fee is paid pro-rata to contracted hours of cover, i.e. someone providing 60 hours of cover will receive 50% of the retaining fee, and someone providing 90 hours of cover will receive 75% of the retaining fee.

### Recognising Activity

Paying for additional activity in line with grey book rates, i.e. a drill, turnouts, attendance or hours at incidents are all paid for on a piecemeal basis in line with grey book rates of pay, currently £13.53 per hour plus £3.90 disturbance fee for a Fire-fighter.

All stations will need to introduce rostering to ensure a maximum of six personnel on cover at any time, with five personnel being paid a turnout for riding the appliance, and the sixth person being paid an attendance for being mobilised to station but not riding the appliance. (This was highlighted as an issue during the consultation process, see below.)

Pay differential between rank/role and competent/development rates of pay remains in line with grey book. All payments will increase in line with grey book pay-awards in future years.

Note these changes will maintain Lancashire RDS personnel as the highest paid RDS personnel in England, relative to activity levels

### Impact

The proposal costs approximately £300k more than the current salary scheme, but results in approx. 80% of personnel being better off financially and 20% worse off

financially. The majority of those personnel who are worse off are at stations whose activity has fallen significantly since the last rebanding exercise or who undertake little activity relative to their hours of cover compared with other personnel on station

Where personnel are worse off 3 year pay protection will be implemented. This will be set at the start of the year, based on anticipated activity levels and will be paid in equal instalments throughout the year. This will be reviewed on an annual basis to identify pay protection due the following year, and to make a retrospective adjustment where pay protection has not been sufficient to maintain earnings at the current salary rate. (Note if an individual reduces their hours of cover the level of pay protection afforded will be reduced accordingly, ie a 50% reduction in hours of cover will result in pay protection being reduced by 50%.)

#### Advantages

- Better balance between commitment and activity;
- Re-introducing the financial incentive to turnout (particularly for those who have to leave primary employment to attend an incident);
- Incentive to book back on cover for the potential turnout;
- Opportunity for personnel to be paid extra for undertaking additional activity, such as the potential roll out of the Emergency First Responder scheme;
- If availability improved, resulting in pumps attending more incidents, then earnings will also increase;
- If activity levels change in future this will affect earnings, particularly relevant if Emergency First Responder is introduced;
- Change in activity recognised immediately rather than having to wait for a future rebanding exercise;
- Removes the need to re-band in the future, therefore provides a long term solution, without the uncertainty that the current rebanding exercise creates;
- Pays drills separately so only paid for drills worked and paid at a consistent rate which is fairer;
- Encourages dual contract personnel, as extra flexibility around drill night requirements;
- Clear defined salary and payments easier to explain to potential recruits;
- Majority of personnel are better off.

#### Disadvantages:

- Some personnel are worse off, i.e. busier stations whose current banding is overstated, and personnel attending relatively few incidents for their level of cover;
- Actual payments will vary month on month based on actual in month activity levels however, for most personnel the retaining fee and drill fees will account for the majority of their earnings.

#### **Consultation**

A comprehensive consultation exercise took place with staff and rep bodies. The consultation was open for 6 weeks and closed on 21 November, and included:-

- Letters were sent to all staff explaining the proposal and setting out the impact specific to them;
- 6 briefing sessions were held with over 70 personnel attending;



- A frequently Asked Questions document was sent to all Unit Managers and included in the Routine Bulletin.

A total of 50 responses were received (see appendix 1). The majority of these were supportive of the proposal, including that by the FBU, but three responses indicated they did not support the proposed change (for ease these are included at the start of the consultation response, after the FBU response).

These responses were debated by the RDS Pay Review Group and as a result the proposed scheme was amended for the following issues:-

- Rostering – this would now be based on seven personnel being on call at any time, with six personnel being paid to ride the appliance and a seventh person being paid an attendance. (for a 2 pump station 14 personnel would receive a payment, with a maximum of 12 personnel being paid for riding the fire appliance);
- Providing cover on a public holiday - this would now include time owing as well as payment at double time (in line with whole-time personnel);
- Future Changes – it was agreed that activity levels would be monitored throughout the period to ensure that they remained broadly consistent. If there was a major change in activity across the whole organisation then the Service would re-visit the scheme to ensure it remained fair and rewarded RDS personnel appropriately.

### **Next Steps**

Subject to member approval the FBU will undertake a vote of their membership to determine whether the system is supported or not. If the vote is in favour of the proposal then implementation will take place on 1 April 2017. If the vote is not in favour of the proposal then the standard rebanding exercise will take place and will be implemented on 1 April 2017.

### **Financial Implications**

The revenue budget as presented elsewhere on this agenda includes the sum of £600k in respect of the RDS Strengthening and Improving Agenda, and this will cover the costs associated with the introduction of the revised scheme.

### **Business Risk Implications**

Failing to implement an appropriate reward package for RDS may result in an increase in turnover and a difficulty in recurring new personnel, thus impacting on RDS availability.

The proposed scheme is designed to address these issues, although it must be recognised that the financial reward is only one small element of the issues associated with recruitment and retention of RDS personnel

### **Environmental Impact**

None

## Equality and Diversity Implications

An equality impact assessment has been undertaken and given that the scheme will be applied consistently across all staff no issues have been identified.

## Human Resource Implications

None

## Local Government (Access to Information) Act 1985

### List of Background Papers

Paper	Date	Contact
None		
Reason for inclusion in Part II, if appropriate:		



## *FBU Response to RDS Salary Review Consultation*

The FBU welcome the opportunity to respond to consultation on the RDS salary review. In essence, our response will be quite brief as the process undertaken by LFRS in determining a suitable proposal has involved our RDS members on the RDS steering group.

The FBU have been kept abreast of developments from an early stage by the Director of Corporate Services who has supplied us with paperwork and invited us to meetings. The FBU Brigade Secretary was also invited to and attended one of the Q&A sessions hosted by LFRS.

The proposal being put forward appears to us to be a sensible one; it is a hybrid model incorporating some elements of 'Grey Book' conditions and some elements outside of Grey Book conditions. However, the elements outside are an improvement, which we welcome. It appears to us that the service have listened to RDS staff (our members) on the steering group, as the proposal seems to address both activity and availability concerns. We also welcome the offer three years pay protection to staff who may be worse off under the new scheme {from figures provided to us by LFRS we anticipate this to be no more than 20%}.

Subject to approval by the Combined Fire Authority in December, FBU officials will commence a full consultation of our members on the proposal through December and January before reporting our reporting findings to management.

The only areas of concern we have is around 1) Rostering and 2) Booking back on cover.

1. Regarding rostering, we would like to see some resilience built in to support firefighter safety. For example, the normal crewing level at a one-pump station is five; we would expect six to be rostered on duty to provide resilience against pager defects, traffic congestion or accidents to staff en-route etc. Equally, in order to maintain safe crewing levels of five and four at a two-pump station we would expect resilience to be built into the number of staff rostered on duty for the same reasons. The FBU believe it is better to provide resilience to maintain normal crewing levels than it is to try to maintain minimum crewing levels.
2. Concerns have been raised with us about booking back on cover; the FBU would expect that those members on duty giving contracted hours of cover would be the ones who ride the appliance, subject to normal time limits i.e. five minutes. We would not expect someone on contracted hours to miss turning out on the appliance at the expense of someone booking back on cover.

Ian McGill

FBU Brigade Secretary

6<sup>th</sup> December 2016

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**From:**  
**Sent:** 18 November 2016 17:34  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS pay review

Good evening Mr Mattinson,

I have been asked by my RDS unit to collate and send you our views/decisions regarding the RDS pay review.

Reasons to stay on a salary

Able to budget for monthly outgoings whilst on salary.

Even with banding drop, staff are still able to budget efficiently.

On salary, staff can book low value hours as flexi time rather than taking AL – maintains pump availability and staff flexibility.

On salary – flexi time awarded back for working public holidays.

Salary can be used as proof of earnings – i.e. mortgage applications etc.

Salary is better for staff moral and staff retention.

6 month review would be preferable to 12 month review as pay protection only comes in if incident numbers drop in comparison to previous year.

Why not to go on to Ts & As.

it was felt figures have been inflated on the pay breakdown.

Turnout values – does not take into account incidents where 6 persons on call/responded – does not take into consideration the 6<sup>th</sup> person not being paid.

If Ts & As come in – 5+1 was only traditionally on Bank Holidays to bring in line with minimum staffing.

As we are an outlying station, having a 6h person on the pump is invaluable due to the length of time it takes for the 2<sup>nd</sup> pump to arrive.

If the pump goes SIU and misses an incident, all staff on call will miss out on pay, not just the staff member who has dropped the pump to an SIU.

Having 6 staff on the crew gives development FF's the opportunity to gain experience when riding as number 6. Theoretically until a FF has completed their RDS BA course, they would not be able to ride the appliance.

In conclusion, the view of S58 is that we would vote to stay on a salary scheme.

Many thanks

S58 Tarleton

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**From:**  
**Sent:** 21 November 2016 20:54  
**To:** SHQ - Mattinson, Keith;  
**Subject:** N18 RDS Salary Consultation Response

Keith,

Please find attached the RDS salary consultation response from the crew at Garstang.

In response to the above consultation the crew at Garstang would like to put forward the following observations for your consideration.

There is a strong consensus on station that they would like the salary system to remain the same. Any pay protection should be used to ensure staff that are dropping a banding do not lose any money.

We understand that the drive behind this pay review is to try and improve the service, retention/recruitment and increase appliance availability and not to necessarily put extra money in our pockets. We're of the belief that T's&A's will not do anything to address these issues.

The number of turn outs appears to have levelled off over the past few years. A re-banding exercise would more than likely reflect the future turn outs levels and reduce the risk of stations being dropped a banding in the future.

In this financial climate we feel you have not grasped the importance of the security for family finances that a set salary gives you. What we're being asked to do is gamble with our family finances.

As part of our initial response to the RDS salary working group we stressed the current burden on watch officers and with a narrow pay gap nobody on the unit is willing to progress because of the stress, hassle and responsibility associated with the role. The introduction of the T's&A's system will add a far bigger managerial

burden than you expect with managing an adequate rostering system along with managing expectations of the crew who are being forced to be rostered off and who are potentially losing money.

The unit appreciates the effort that the service put in to provide a financial break down of the impact of the new system. However, we feel these calculations are not accurate enough to form the basis of a pay protection scheme. The calculations credit you for historical T's&A's regardless of whether it came into the criteria of the 5 T's and 1 A or what station they were accrued at.

The system of pay protection reimburses staff in year 2 on a monthly basis for pay they have lost in year 1. This system is unfair and would tie staff down to completing the second year just to re-coup the money they're owed. Pay protection should be paid as a lump sum at the end of year 1 or at termination of contract.

N18 Garstang

Regards,

Lancashire Fire and Rescue Service  
Garstang Fire Station- N18

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**From:**

**Sent:** 10 November 2016 12:28

**To:** SHQ - Mattinson, Keith

**Cc:**

**Subject:** RDS Pay Review Proposal

**Importance:** High

Hi Keith,

Following your advice, can I take this opportunity to send you some feedback from S56 Skelmersdale Retained Unit regarding the proposed new pay scheme. As a unit, we have discussed at great length the proposed hybrid model which you sent a copy of to all Retained staff members. Having had the time to digest all the information and having attended the information session at STC, we have arrived at the following decision.

We asked all staff members to vote on which scheme they thought was most suitable moving forward and the results were unanimous in favour of remaining on the existing salary scheme. Although we can all fully appreciate the difficulties in implementing a system which will suit all parties, we feel that there is too much uncertainty in the proposed scheme were staff will be reliant on turnouts to subsidise their pay. You mentioned in your briefing sessions that the aim is to introduce a long term solution to the pay structure but, having discussed this we feel that after the pay protection period finishes in 3 years' time, staff may find themselves considerably out of pocket and no longer able to budget for monthly outgoings. This was not viewed as a long term solution and many of our staff have said that it may force them to look for alternative employment.

We have looked at the proposal you have documented in your letter for the existing pay scheme which would take us from the 400 banding to the 300 banding and whilst this would result in a deduction of pay for all staff members, again it was a unanimous decision with staff being happier to reduce a banding and be guaranteed a monthly wage than the proposed fear of the unknown as the turnout figures continue to reduce year on year. We have also discussed the introduction of the proposed EFR pilot being introduced across the service but having looked at the existing figures for red 1 incidents across the county, we do not feel this would make a substantial difference to our current activity levels. With S56 Skelmersdale currently being a 2 pump DCP & RDS station, any red 1 incidents are likely to be attended by L56P1 and with current ongoing discussions to remove key station status, we will lose further turnouts by not being required for standby on station. Please feel free to contact me if you need any further information and a member of staff will be attending when you reconvene the working group to discuss the options moving forward.

Regards

Skelmersdale Fire Station

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**From:**  
**Sent:** 17 November 2016 19:02  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** RDS Pay Review

Hi Keith,

I only have 2 comments to make on the review as follows:

FAQ Point 26: The old system allowed for 6 Turnouts, and a further 2 Attendances in the event 8 personnel were on call. In practise it rarely happened that 8 were on call anyway. I think this should be readopted as it isn't fair that only 5 get a Turnout. In the event of a protracted incident which takes several hours, everyone on the machine should get paid.

My other comment is a general point relating to pensions. Please find attached my latest pension projection which makes pretty grim reading for me.

I would ask you consider anything which could assist RDS firefighters get a better deal, perhaps accelerated pension earnings, or anything else which would indirectly help with recruitment and retention of RDS Firefighters.

Regards

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**From:** W34  
**Sent:** 18 November 2016 15:35  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS Pay

At STC on 20th October you said the current salary model was based on 7 on call at all times, that was the 'ideal' however as you are aware this very rarely happens. We feel very strongly that only paying for 5 turnouts and 1 attendance is not acceptable and will cause issues such as; less personnel on call increasing the chance of an appliance failure to mobilise, less flexibility amongst staff and increased chance of personnel missing a turnout. Simply- maximise the seats on the appliance; 6 seats, 6 people get paid a turnout, and 1 person gets paid an attendance. Not only is this then the safest and potentially the quickest way to deal with an incident but with a lack of turnouts (on the whole) more chance for people to gain vital experience. As you know not all incidents will attract a response of 7 personnel, some will have as little as 3 so you will not be paying for 7 every time. The proposal for 5 T's and 1 A is financially limiting how many personnel ride an appliance, this does not happen in the wholetime and it should not happen in the RDS. The Service want to reward commitment, so reward the commitment of those on call and those stations who manage to the 'ideal' of 7 on call.

---

**From:** W34  
**Sent:** 18 November 2016 18:28  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS payroll

As a unit we agree the hybrid model is the fairest scheme however there is one major point we do not agree with and would like to raise...

At STC on 20th October you said the current salary model was based on 7 on call at all times, that was the 'ideal' however as you are aware this very rarely happens. We feel very strongly that only paying for 5 turnouts and 1 attendance is not acceptable and will cause issues such as; less personnel on call increasing the chance of an appliance failure to mobilise, less flexibility amongst staff and increased chance of personnel missing a turnout. Simply- maximise the seats on the appliance; 6 seats, 6 people get paid a turnout, and 1 person gets paid an attendance. Not only is this then the safest and potentially the quickest way to deal with an incident but with a lack of turnouts (on the whole) more chance for people to gain vital experience. As you know not all incidents will attract a response of 7 personnel, some will have as little as 3 so you will not be paying for 7 every time. The proposal for 5 T's and 1 A is financially limiting how many personnel ride an appliance, this does not happen in the wholetime and it should not happen in the RDS. The Service want to reward commitment, so reward the commitment of those on call and those stations who manage to the 'ideal' of 7 on call.

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**From:**

**Sent:** 19 November 2016 16:36

**To:** SHQ - Mattinson, Keith

**Cc:**

**Subject:** RDS Pay Review

Hi Keith,

Following discussions with the unit as a whole we would like to raise the following points, we would also like to apologise in advance if we have raised issues which are a result of misunderstanding the proposal.

- **Annual Leave Payments**

- Currently many unit members do not take their full entitlement of leave to maintain pump availability; this is done through good will and desire to maintain N13's availability and to protect Bolton-le-Sands and the wider community.
- Our concerns are that by having a cash incentive to take leave, unit members will be incentivised to take their full entitlement. Accordingly, this will counteract the current process which works well; thus pump availability is likely to be reduced.
- N13 would be satisfied to see the annual leave payments incorporated into the annual salary, rather than reward time off the run.

- **Recruitment**

- The majority of N13's staff have previously been paid on the T and A system. At the time of being paid Ts and As, many members had difficulty in annual budgeting, furthermore, mortgage lenders would not consider unknown salaries when deciding on loan amounts and mortgage approvals.
- This is causing a problem for N13, especially for 2 new recruits who are currently renting and looking to buy. Remaining on a salaried scheme will be more beneficial for those units wishing to recruit a cohort who are looking for a definite and calculable income.

- **Number of Riders**

- The introduction of payment for 5 riders and one attendance may pose an issue to the development, knowledge and practical skills for FFs in development. The proposal, although allows for a rider above the minimum requirement, it does not give OICs the flexibility to load the appliance with sufficiently experienced FFs for complex jobs whilst giving opportunities for FFs in development exposure and quality on-the-job training.
- Offering 6 turn-out payments (with the option of an attendance for number 6 if the pump departs with 5 riders) gives the OICs more flexibility in balancing response times and development of skills.
- Taking into consideration point 23 (FAQs) this additional payment to a 6<sup>th</sup> rider is negligible given that the majority of turn-outs have under 6 riders. However, offering the additional payment gives units more opportunity to practice and develop essential skills.

- **Maintenance of Good Morale and FF Retention**

- Stand by at N11 - Local arrangements currently have N15 as 1<sup>st</sup> choice for Stand by N11 – Lancaster. Will the opportunity for this be shared between neighbouring stations, bearing in mind that the projected earnings figure produced was at a time when N13 was being mobilised to stand by? I understand that this is an area arrangement however staff at N13 wish for this to be raised.
- Rostering / Flexibility  
We appreciate this is more of a unit management issue; however at N13 we have self-employed unit members who provide impeccable day cover who rely on full contract flexibility.



Our concern is that to impose rostering (eg rostering them off at night) may impact on the flexible day cover they provide. We are also concerned that if we suggest a change of contracted hours to these individuals and remove flexibility they may leave the service.

- Making up for under establishment / goodwill  
(N13 currently 272 Hours under establishment)

We acknowledge that the turnout payment will reward individuals who provide cover above their contract to repair breaches, but only if they are turned out. There is no reward or incentive other than to wish to be mobilised. With this in mind if a unit is under establishment could a further reward be considered as the current time owing system is extremely difficult to manage and often individuals do not have the opportunity to take it. This point would be more relevant on quieter RDS units.

- **Banding and Pay Protection**

- N13 are currently on the 200 banding, the recent pay projection indicated we would drop to a 100. Validity of this point has been questioned as we have been busier over the last 2 years. As such, N13 staff members are seeking reassurance that total salary under the proposed system does not fall below that which is currently being paid.

01/04/2015 to 31/03/2016 - 140 incidents  
01/04/2016 to date - 82 incidents (no stand by N11 included)

Many thanks  
All at N13.

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**From:**

**Sent:** 20 November 2016 13:04

**To:** SHQ - Mattinson, Keith

**Subject:** RE: RDS PAY REVIEW

Keith, the ACO has encouraged a response from all RDS units and I would therefore like to put the following forward as part of the consultation.

Pay difference between RDS FF, CM and WM. Pay differentials maybe in line with Grey book whole time staff but there are massive differences between ad WM wholetime and WM RDS who is more than just a WM because he manages the unit. A WM wholetime is a WM when at work a WM RDS is never off duty unless on annual leave. We have to respond to problems 24 hours a day. We don't just manage the staff within the unit but we manage the building as well. Therefore, I don't think you can compare a WM wholetime and WM RDS as being the same with regards to pay differentials in line with grey book. Until there are greater financial differences between the ranks we will find it increasingly difficult to persuade RDS FFs to develop into crew managers and unit managers. Due to the pay review more and more responsibility will be placed onto Unit Managers with regards to devising a system of rostering, staff contacting unit managers at all times of the day and night and never being off call even when not on call.

Also, with regards to 5 turnouts and 1 attendance. In the past you have always paid 6 turnouts on a Bank holiday. There is also no scope for Failure to Report with the potential of not being able to turn out and therefore putting the public of Lancashire at risk.

Regards  
N14 Carnforth

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From:]  
Sent: 20 November 2016 14:17  
To: SHQ - Mattinson, Keith  
Subject: Re:new rds pay structure feedback

To whom it may concern,

I am writing to offer my feedback on the new pay structure and raise some concerns that I have with it and was told this was the email address to send it to.

My main concern is that with the new structure the more hours a person is contracted to the more they are reliant on activity levels in order to get a wage that is the same/better than what the current salary offers e.g my wages on the new structure without any activities other than drills and retaining fee is about £1000 a year short of my current salary therefore I am relying on call outs to take my wage to where it is now and with current staffing levels at my station and no doubt numerous stations across the service being lower than they should be,there are times when the pump is off/siu when I am available and on call.  
If I am available and on call but the pump is not and there is a call in my station area that my pump would of gone on if available then why should I as a firefighter who is on call and available be financially punished for something that is effectively out of my control.

As a father of two young children I cannot be relying on a wage that is fluctuating from one month to the next dependant on whether my pump is available and its feels like very much a kick in the teeth to the people who are available and doing there contracted hours to be punished because the station is low on staff.

My next point is that as I said before the more hours a person is contracted to the more they are reliant on activity and this to me seems absolutely no incentive to cover more hours at your station,most retained stations are likely to be undermanned in some capacity so surely an incentive to contract yourself to more hours regardless of activity levels should be there to intice more staff to increase there hours which will in turn increase the availability of appliances around the service.

Aswell as this if the financial rewards were better for doing more Hours you would find that it would become a more appealing job for people to apply for and also increase retention of staff which I know is a struggle at our station so again is probably a service wide issue.

I hope this feedback can possibly bring about some minor changes that could make this new pay structure work for everyone.  
Regards

P75 Haslingden

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From  
Sent: 20 November 2016 20:00  
To: SHQ - Mattinson, Keith  
Subject: RDS pay

1. Why change the current system as i feel it works well and is fair.
2. My salary has been calculated on where i was first employed. The station was closed and most of the retained staff were moved to the new station at STC ON 1/10/15.  
the effect of this move mean i am now taking 9mins + to turn in and i feel i will be penalised for living on the far edge of the turn in area.  
Only Paying the first 5 a turn out will will have an impact on safety as staff will exceed the speed limit to make sure they turn out, we should all be paid the same regardless of whether we are first or last in.  
peoples salary losses will make them leave the service as no one will work for less money.  
my salary will be cut once the calculations for the new station are used.  
We are in a unique situation at chorley due to us moving station locations.  
could anything be done to ensure the RDS staff at S54 do not loose money as the situation is out of our hands.  
this situation will effect some staff more than the others due to living the furthest

Thank you

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From:  
Sent: 20 November 2016 21:21  
To: SHQ - Mattinson, Keith  
Cc:  
Subject: FW: Pay

Please refer to the Items below.

With reference to the pay FAQ's

Item 8 Pay protection, if you qualify for pay protection one month, and the following month you earn more due to activity, Will that protection from the previous month be taken back?

Item 11 Holidays, I still can't get my head round why everyone cant be allocated a certain number of holiday hours per year and just take what they need if crewing levels permit. Similar to how T/O is booked. This would be helpful when individuals are willing to help cover the pump for a few hours here and there if they aren't going away or are using up A/L.

Item 13 Time Owing, Not getting any T/O for Public Holidays and hoping activity will keep the pump available isn't realistic. I feel dropping T/O will create massive problems for Unit Managers.

Item 14 Sickness, 4 drill night payments!!!, If your off sick for longer than four weeks why do you lose your drill payments? This has not been the case during the salary scheme, and like Time Owing has been custom and practise for many years now, Why are we taking a backward step?

Item 26 5 Riders, This to me seems like a sprat to catch a mackerel, whilst everyone argues about this issue, because there are a host of obvious reasons to all of the RDS Managers why it would be more beneficial to pay 6 turnouts. Its probably the one issue that may be changed whilst the bigger issues slip through.

General.

Will any percentage pay increases be added to the Pay protection figures or are we telling the potential losers on this new Pay structure that they are not only getting a pay freeze for the next few years but ultimately a pay drop.

We talk about Retention and recruitment, so we need to get this right as most of the basic Firefighters wages are quite poor. I'm not sure that we are confident to base the new scheme on assumptions of activity, is the way forward ?

Kind regards  
Fleetwood RDS Unit.

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**From:** P73 –  
**Sent:** 21 November 2016 09:24  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS salary review

Good morning Keith.

I just wanted to send in the response from P93 Barnoldswick regarding the proposed RDS Hybrid Salary. Overall the staff believe that it is a much improved and fairer scheme, there has been discussion at length regarding the 5 turnouts plus 1 attendance however we believe it will incentivise the staff to turn out as quickly as possible when they are available and provide a little of the much needed motivation in two areas we have been trying to improve on over the past few years. I have discussed the impacts of going to 6 turn outs and the financial impact that could have on the retaining fee part of the salary and the overall opinion is that 5 plus 1 can work particularly with the ridership vision of the service being 5 as a maximum.

There were no other issues raised from our unit.

Regards

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**From:** E70 -  
**Sent:** 21 November 2016 09:46  
**To:** SHQ - Mattinson, Keith  
**Subject:** RE: RDS Salary Review Summary Consultation Responses

Hi Keith

Thanks for sending this out prior to the next meeting I have had a quick read through but really need to sit down and read all the comments more thoroughly before we meet again.

I have had many a conversation regarding the pay and it would seem that the 5 rider crew was a major point to all I have spoken to I have also been in talks with retained units regarding standby's and I think this is also a major point that most are missing, when NWFC started I tried to talk with most stations regarding standby's and the potential for RDS appliances not to be used for standby this fell mostly on deaf ears as RDS units thought that the amount of standby they got would not impact on the banding, I would now like to raise this again a say that if we do go to the Grey Book Plus type of pay then this could cause a lot of problems as then a shout is a shout and not a banding off 100 and every standby will count, If the current process of sending a whole time pump standby before a RDS appliance stays then this would reduce the chance of RDs appliances going to larger incidents as the whole time appliances close in to the incident it would leave RDS appliance at home satiation unaware of the incident or standbys thus reducing pay. Also if they take away key stations then this would reduce our pay at Hyndburn dramatically.

As a unit at Hyndburn we wasn't in any way looking to change the current pay system saying this though we can understand that other stations are losing out so from Hyndburn's RDS unit as long as we can sort out the 5 riders to 6 and 1 attendance and the services reverts back to the nearest pumps goes standby then we will support the change.

Thanks  
E70 RDS Unit

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**From:**  
**Sent:** 21 November 2016 11:25  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS Salary return

Hi Keith

Having read through the FAQs and powerpoint presentation again, please find my bit to add to the consultation.

Overall I am in favour of a scheme that rewards hours of cover and the £6250 for **all** FF covering 120 hours is a great improvement from the currently salary. With the added incentive for extra payment for attending incidents the busiest RDS stations should be able to plug gaps in availability in the short/medium time.

**FAQ 26** Rostering – Could we not allow all 6 personnel to ride the appliance and be paid a Turnout, or all 12 ride and be paid a Turnout at a 2 pump station?

This has been a recurring theme at the briefings and we have suggested that personnel respond to the consultation accordingly, highlighting the benefits of any proposed amendments.

My consolation response

In response to a maximum of 6 people receiving payment when responding to their alerter and this then broken down to 5 being paid a turnout fee and the last person responding being paid an attendance fee. If this element is introduced it will cause conflict at a time when the OIC of the appliance needs to be focusing on attending the incident.

I suggest that we have a maximum of 6 people responding and these 6 people receive a turnout fee **if they** turn out to an incident.

This should not affect costing greatly as FQA 23 states that only 20% of turnouts had 6 riders

**FQA 22** There is no recognition for the responsibility of the W/M of the unit...

Payments for additional hours recognise this element and we pay these at the appropriate grey book hourly rate.

My consolation response

As we are recognising that these additional hours are part of the Watch Managers responsibility in running the unit, should we also be including these additional hours of payment (as above) within the pension scheme.

**FQA 30** Booking back on cover – there is no financial reward for booking back on cover if there are no incidents..

The converse of this is the financial reward for booking back on cover if there are several incidents.

My consolation response

I feel there will be less pressure on Watch Managers to encourage crew members to book extra hours on call outside of their contract, as individuals will make their own mind up if they want to plug any gaps and take the risk in not getting any turnouts.

**Chorley**

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From:

Sent: 21 November 2016 14:18

To: SHQ - Mattinson, Keith

Subject: Rds pay review

Hello Keith

With ref to turnouts and attendance's on the new proposals it states 5 will get a T and after that an A, we have quite often 6 on the pump who arrive more or less together, i will take 6 on the pump in that scenario so can all 6 book a T.

Secondly since we moved station at least 2 of the crew have gone from living 300 meters away to over 2 miles away and this means through no fault of there own they regularly get left which will put them in a poor position going forward.

I am in favour of the proposals in general.

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**From:** P92 -

**Sent:** 21 November 2016 19:33

**To:** SHQ - Mattinson, Keith

**Subject:** RE: RDS PAY REVIEW

Hi Keith,

Having spoken with the personnel at Padiham, all are in favour of the pay review. The only concern that the majority could not agree with is the 6<sup>th</sup> person only getting an attendance. We felt that this could cause some conflict if numbers 5 & 6 arrived at the same time and also the number of occasions that there are 6 available is few and far between. Apart from that it's a big yes from Padiham and we would collectively like thank you and your group for all the hard work that has been put into this review

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**From:**

**Sent:** 21 November 2016 21:58

**To:** SHQ - Mattinson, Keith

**Subject:** RDS pay review consultation feedback

Keith,

Can I start by saying I appreciate that one proposal will not suit all and that I also know the amount of thought and work gone in to get us to this point.

I agree that the drill nights should be paid separately allowing for the WT to provide a dual contract and again I accept that the T and A approach would allow for flexible dual contracts without having one individual paid considerably more than the next although I don't agree that individuals should be worse off for providing the same role whilst as a service we are expecting more and more from all levels of staff.

The T and A approach could be considered an incentive to the WT undertaking the Dual Contract role however for many individuals the uncertainty of income will still be a barrier. Consideration could be given to allowing WT personnel to accrue the equivalent number of TO for the time given i.e. 6 hours cover equals one hour time owing if they are not mobilised to an incident. Thought must be given to staff accruing TO from one

station to be used at another which could impact on the work output and training on WT stations, this would however ensure that the individual; regardless of incident activity is recompensed for their time and if they are mobilised to an incident then the financial recompense replaces the TO.

Having worked the RDS and managed the units in Southern a considerable amount of work is completed by the unit managers which is 'good will' along with a large restriction on individuals lives, being fixed to their response areas. If I consider my time managing the Wholetime as either a CM, WM or SM there is very little good will (if not no good will with some units) they are always recompensed for their time be this Time Owing or Overtime and should we propose to change these conditions it would be meet with considerable resistance from the staff themselves and the Union; whereas within the RDS it is an accepted practise which mainly goes un-thanked. I, more than most understand, that not all units are run correctly nor do they all put the required time and dedication in to their work as well as knowing not all staff are doing the role for the financial gain , I didn't; but when I consider the time given and the impact on my personal life I am concerned how we will attract the correct attributes in people when we potentially reduce pay for some. I understand the pot has stayed the same and then re invested in the retaining fee at each re-banding however as a service we rely heavily on the RDS units to maintain our response standards and considering the staff profile Lancashire could be considered an RDS service with WT resources rather than WT with some RDS. At present the 3 year pay cap will provide some stability although on discussion with unit members their longer term plan is to see how the scheme effects their pay and potentially leave the service after the 3 years. It would be an interesting exercise to project pay from 2010 – 2016 (based upon the current figures) and see how their wages would have been effected. Considering this and our activity levels, their concern is that looking forward (post 3 years) their current 'better off/worse off' position may result in every one being far worse off; I appreciate this may go the other way however as a service our aim is to reduce incidents. I would hazard a guess that had we remained on T's and A's rather than salary, RDS pay would be far less than at present. On this topic is it an incentive to RDS units to partake in education, engagement and incident reduction activities given that in this reduction concurrently reduces their personal income. Could consideration be given to a change to the salary scheme which would see the re-banding effectively frozen (unless there is significant cause too) and then a T and A approach for additional hours covered when an individual books back available and attends an incident. This would need to be managed locally to ensure that individuals only come back on to maintain minimum crewing whilst incentivising good will. I accept that this could be abused by staff reducing contracted hours and then booking back available to gain extra income however WM/SDMs would need to manage this locally and address any concerns; additionally this approach would also assist with Dual Contract staff. The topic of rostering is discussed a lot at present and I am aware it is not new; my thoughts on this may or may not be seen by others. Across the service 4 riders is now the norm regardless of skillset or specialty and as a responding FDO this is considered when attending incidents due to decreased resources in the initial stages. Given that 80% of the time 5 or fewer riders are available for a one pump RDS station I feel it would be more prudent to enable the other 20% to attend incidents with 6 staff, if 6 respond. Not only does this provide the incident with more personnel it also enables WM/CM to upskill all Firefighters at Operational Incidents. The current turnover of staff and incident numbers means that some RDS units have very inexperienced Firefighters and Managers; by providing this option it would enable some up skilling. Given that of recent we have waited hours for an Ambulance attendance (if one has arrived at all) I have welcomed the RDS's commitment to ride at 6; plus given the pay difference between turning out and attending, if they are used at the incident it will have paid dividends.

I accept that RDS members are considering their options at present and as a service a large amount of work has gone into providing a proposal; I am also acutely aware that potentially I haven't provided another option although I have considered a lot given to me and accept that there may not be a perfect solution; I would like to see LFRS become more RDS centred and provide more incentives to enable recruitment and retention.

Thanks

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**From:**  
**Sent:** 17 November 2016 11:57  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** RDS Salary Review

Morning Keith,

Thanks again for allowing me to opportunity to discuss some concerns about the proposals. To summarise I have listed the outcomes below:

I am generally supportive of the move from bandings to an adaption of Grey Book conditions - T&A's approach

We would like to see the number of personnel available to turn out be increased to 6 for a number of reasons:

- To allow maximum exposure to the accepted decreasing number of incidents especially by those in development that may be left behind if only 5 turn outs are paid. Or potentially having someone turn out in the 6<sup>th</sup> seat who is not being paid (fairness & insurance considerations for this).
- As an officer in charge, having 6 personnel available to me in the early stages of an incident has obvious benefits, and whilst the pump can turn out with 4 riders, having 6 could impact on tactics, resolving incidents sooner and safer.

Attendances should be limited to the number of people that should be contracted to that point in time (ie 7 personnel). Thereby allowing for 6 turn outs and 1 attendance.

The proposed offer of pay whilst sick does not, in my opinion, afford a level of financial security which the current salary does. This is due to being paid the flat retainer whilst on sick leave. If this period of sick was to be for an extended period of time, the monthly salary (at E70) would roughly be half of what it is currently, adding to pressures and stresses of being off sick anyway. Please consider putting some safeguard into the salary along a similar line to annual leave.

Please add into FAQ's, where it explains that sickness is at grey book terms and conditions it goes onto say about 'unless it's a service injury' but it doesn't clarify what the position would be in that case.

Regards,

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**From:** N15  
**Sent:** 16 November 2016 18:56  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS pay review

Thank you for the FAQ email the crew at N15 have discussed locally and at this stage from what I can gather a large majority are in favour of the new proposals. The Rostering 5 plus 1 is still an issue. Presuming the proposals will go to a vote in the new year, will everybody get their say or will it be Rep body members only

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**From:** E91 –  
**Sent:** 16 November 2016 18:23  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** RE: RDS SALARY - OCTOBER BRIEFINGS 2016

Hi Keith,

Thanks for your reply. I would just like to clarify the highlighted point below, my concern was not 12 or more firefighters responding to a 2 pump incident but the same number responding to what turns out to be a 1 pump incident. If I understood your letter correctly this would mean, out of the 12, 5 would be paid a turnout fee, 1 would be paid an attendance and 6 would not receive anything. This is what I felt was misleading and not represented in your figures.

Could you please let me know, of the incidents attended by Clitheroe over the 17 month period, how many were 2 pump incidents and how many were 1 pump incidents.

I think this information could provide a clearer understanding of potential earnings for some firefighters on our station.

I am also still struggling to see how recruitment and retention will be positively affected by this scheme?

Thanks  
E91  
Clitheroe

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**From:**  
**Sent:** 16 November 2016 17:29  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** RDS Pay- W35 Lytham Response

Hi Keith,

Please find below a joint response from W35 Lytham on the proposed changes to the RDS Salary scheme;

As a unit we agree the hybrid model is the fairest scheme however there is one major point we do not agree with and would like to raise...

At STC on 20<sup>th</sup> October you said the current salary model was based on 7 on call at all times, that was the 'ideal' however as you are aware this very rarely happens. We feel very strongly that only paying for 5 turnouts and 1 attendance is not acceptable and will cause issues such as; less personnel on call increasing the chance of an appliance failure to mobilise, less flexibility amongst staff and increased chance of personnel missing a turnout. Simply- maximise the seats on the appliance; 6 seats, 6 people get paid a turnout, and 1 person gets paid an attendance. Not only is this then the safest and potentially the quickest way to deal with an incident but with a lack of turnouts (on the whole) more chance for people to gain vital experience. As you know not all incidents will attract a response of 7 personnel, some will have as little as 3 so you will not be paying for 7 every time. The proposal for 5 T's and 1 A is financially limiting how many personnel ride an appliance, this does not happen in the wholtime and it should not happen in the RDS. The Service want to reward commitment, so reward the commitment of those on call and those stations who manage to the 'ideal' of 7 on call.

Many thanks,

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**From:** E72 -  
**Sent:** 15 November 2016 18:47  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS PAY

Hi Keith,

I think the general feeling at our station is that the new proposed scheme would be better for us here at E72  
Kind Regards.

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**From:** P96 -  
**Sent:** 15 November 2016 15:24  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS proposed pay scheme

Hi Keith

I have a few concerns regarding the proposed changes to the RDS pay scheme.

- Only paying 5 turnouts and 1 attendance. I believe that this should be 6 turnouts
- Although I can see some improvements for certain individuals and I can appreciate that it is better than the original turnouts and attendances scheme, I feel that the proposed scheme rewards people that live closer to the fire station and punishes those that live further away.
- I also think that the new scheme encourages people to speed into station. I know LFRS view is individuals shouldn't break the speed limit, however you know as well as I do that under the new scheme this will happen.
- How much of the new scheme is pensionable?
- There is no incentive for staff to become managers. This is somewhat of a 2 pump anomaly. By which I mean, more often than not when the alerter sounds there is only 1 appliance out of the 2 that we have at Colne being mobilised. The first 5 in would get the turnout leaving the remaining 7 to sign for an attendance. Normally I am the 5<sup>th</sup> man on station from my home address but as I am a Crew manager I have to wait for the second appliance as the other manager lives closer. This means that I would be better off as a fire fighter earning a turnout than an officer getting an attendance. This applies to others that were looking at acting up but are now reconsidering promotion.
- Could there not be a standard payment for the first hour of an incident whether or not you turnout or attend. Perhaps drop the disturbance payment and pay an hour for both. On a 2 pump station this would ease the pain of not catching 1 pump incidents and reduce friction between personnel on station.

Thanks for your attention  
P96 Colne

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**From:** P73 -  
**Sent:** 15 November 2016 12:11  
**To:** SHQ - Mattinson, Keith; SHQ - Russel, David  
**Cc:**  
**Subject:** RDS Pay review

Hi All –

With regards to RDS pay review, after a unit discussion we are all in favour of the new hybrid model with the only question of current proposed riding levels. We are all in agreement that it should be 6 turnouts and possibly do away with 1 attendance. Reasons being that RDS joined to being committed to wanting to actually turnout not just to station. The current situation at present in low levels of activity as impacted on low morale, feeling dejected, lack of experience on incidents to name a few. So to potentially implement rostering for 5 T/outs takes people out of the job which they joined to do. One issue we need to acknowledge is RDS personnel give a lot of commitment to the service which is thankfully being slowly accepted but whilst any member is on call they expect to turn out and not just be turned away from riding an appliance with space or attending an incident for recompense as an attendance.

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From: S53 -  
Sent: 15 November 2016 10:12  
To: SHQ - Mattinson, Keith  
Cc:  
Subject: RDS pay review - issues.

Good morning Keith,

Having attended one of the RDS pay scheme review meetings held at STC I wish to thank you, on behalf of myself and other RDS personnel at S53 Bamber bridge.

From the meeting it was clear that the pay review group and yourself have worked hard to come up with a best fit solution for all. Given the RDS system has so many iterations and local agreements we feel that on the whole the scheme recommendations you have made are fair and should offer some additional incentive to staff members to provide additional commitment if necessary.

There are however a few things that we would like to put forward to further improve the scheme :

5 turn outs and 1 attendance - Whilst we appreciate you have based this on the grey book rules, We as a station often ride 6 crew members or more (especially during the evening periods) with this in mind we feel that the service should consider changing the scheme to 6 turn outs and 1 attendance. This will provide additional personnel power at incidents but will also mean that if for some reason, rostering has occurred but staff members still turnout due to there being an overlap in time. (e.g. someone is rostered off from 18:00, alerter goes off at 17:59 and the next crew member responds as they believe it was 18:00 when the alerter goes off in addition to the crew member due to clock off at 18:00) in this case both people have been disturbed but based on the proposed scheme 1 staff member would lose out and not get paid through no fault of their own.

The removal of time owing for hours covered of public holidays – We realise the service is proposing an extra financial incentive to provide cover on a public holiday, the scheme will only provide that reward if the individual is actually required to turnout and or attend an incident. Time owing gives that reward to the individual regardless of them turning out or not meaning that there is a guaranteed reward for covering X amount of hours on that given day.

RDS units going on standby at certain stations – Currently we are aware of RDS stations who have made an agreement with NWFC to be sent standby to certain stations in order to increase the pumps chances of attending an incident and as a result gain additional operational experience (Something we are in the process of trying to arrange for ourselves). Will this be stopped under the new proposals as the service will incur additional expense?

On a side note to the above, we hosted a feedback meeting of our own for RDS staff on our station a few months ago to ascertain any issues that we could look to take action upon in order to improve our unit as a whole. One of the issue was lack of activity hence us trying to make this agreement with NWFC. The new scheme proposal does put a financial incentive in place to help make the commitment of being an RDS staff member worthwhile, however for the vast majority of staff, being an RDS member is about attending the incidents and being able to help other members of the community or Lancashire as a whole and not just about the wages each month. If the service was to start utilising RDS personnel less and less due to the additional finances involved then there is a potential that staff turnover / retention will take a downward turn again due to reduced activity levels and the scheme will have potentially helped to contribute towards the changes in turnover / retention.

An interesting idea has been put forward by one of our other ACM's, he has suggested the possibility of a tiered pay scheme based around skill sets. So additional payment for being a driver or for acting up. The longer someone spends in the RDS they generally achieve these skills and become more and more vital to the pump. It is rare that the pump goes off the run for a firefighter or BA alone, generally it is due to their being no driver or OIC being available. At Bamber Bridge we generally all rally around to get the pump covered where ever possible, often resulting in an OIC or driver having to give up his/her "off call" time in order to bring the pump back on. This causes that person to go over his/her contracted hours out of the goodness of their heart (the proposed scheme will provide some form of financial incentive – which is not guaranteed based on there being a turnout or not). If something was implemented along those lines there would be incentive for people to take on those additional responsibilities and the individual would feel appreciated by the service too. The wholtime watches are entitled to CPD payment which covers those skills, at present out of 16 staff members

there is only our WM entitled to the retained equivalent as every time someone acts up the clock resets itself and the 5 years restarts over again.

Once again, as a unit we do believe the proposed scheme is certainly a step forward but there are some issues that we feel need to be addressed.

Kind regards,

RDS watch at S53 Bamber Bridge

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**From:** W36 -  
**Sent:** 14 November 2016 20:05  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** Proposed pay system

Keith,

The officers of our retained unit at St. Annes have spoken at length to the members of our unit about the proposed hybrid pay system of enhanced retaining fee plus turnouts and attendances.

The overwhelming response we received was that whilst they were reasonably happy with the new system they felt that there should be six turnouts paid plus at least one attendance paid per incident. Some of the older members, who were in when T's & A's were being paid previously, stated that everyone who turned in for a firecall used to be paid either a turnout or attendance.

Rostering was only used on bank holidays, and was done to keep us in line with wholetime firefighters as we were all paid double time. It was muted that it was going to be applied all of the time but the salary scheme came in so it was never implemented.

As most of our salary cost will be an enhanced retaining fee we do not believe that doing this would have a massive financial effect on the budget, and would allow us to be more flexible.

Regards

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**From:** P94  
**Sent:** 13 November 2016 15:21  
**To:** SHQ - Mattinson, Keith  
**Subject:** RE: RDS SALARY - OCTOBER BRIEFINGS 2016

Keith

May I take this opportunity to acknowledge and applaud your work in regard to the ongoing RDS salary issues. You were never going to please everybody but having read the various documents you've produced I believe the majority will accept that the proposed hybrid model will be a fairer and more rewarding system. However I've highlighted the following point for you to take to the working group for consultation;

- I believe the proposal of 5 and 1 for payment should be increased to 6 and 1 under the Rostering system. Some units now work on the basis of you can't roster off unless there are at least 7 personnel available. This alleviates issues in the event of FTRs or faulty alerters. Due to wholetime riding minimum more of the time it is good to know that there would be the potential of 6 Retained members attending as a PDA rather than 5.

Kind Regards  
P74 RDS

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**From:** N12  
**Sent:** 12 November 2016 14:34  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** RE: RDS SALARY - OCTOBER BRIEFINGS 2016  
**Importance:** High

Hi Keith

Thanks for the input, can I just suggest that 6 are paid for turnouts and 1 for attendance, this would give us resilience if one or more of the crew fail to respond for whatever reason and it would make it easier for rostering, as it has been highlighted that only occasionally there are more than 7 riders on the Gartan it shouldn't be much of a problem if 6 are paid for turn outs and 1 attendance.

Regards

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**From:**  
**Sent:** 11 November 2016 18:15  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** RDS Pay review response from E59 Longridge .

Hi Keith, I am pleased to inform you that the overall response from Longridge RDS unit concerning the current pay review is unanimously in favour of it . All of the crew were positive about the proposals and I personally heard several crew members state they would put themselves back on call if they had nothing pre-arranged to do, because at least now they would be getting a call out fee . The only concern is not being able to ride with a crew of 6 ( which at the moment is rarely anyway ) in most cases the 6th person who would have to get off the pump to sign an A would be the least qualified such as a probationary FF or non BA wearer, who would then be missing out on gaining valuable experience . Anyway Keith I hope this feedback is useful to you and as stated above the general feelings about the proposals are really good .

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**From:** E76 -  
**Sent:** 09 November 2016 18:43  
**To:** SHQ - Mattinson, Keith  
**Subject:** Hybrid T and A Proposals.

Hi Keith,

Hope this email finds you well..

If I may respond to the proposals for the RDS Hybrid salary scheme, please accept this as my feedback.

Having referenced the proposals, both as an RDS unit collectively and on my own I feel there could be some sticking points outlined for the proposed scheme.

A couple of concerns, ref only paying for 5 Turnouts and 1 Attendance..

1 - A development Ff who is a non BA wearer; this could have a significant impact on whether the individual can crew the appliance and possibly have a knock on effect in the retention of new Firefighters working the RDS.

2 - This could also encourage RDS staff when responding to the station to risk driving their vehicles faster in an attempt to make it onto the appliance.

All in all I feel the hybrid system is a winner moving forward for the service.

Best regards

Retained Duty System

E76  
Darwen Fire Station

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**From:** E76 -  
**Sent:** 07 November 2016 20:35  
**To:** SHQ - Mattinson, Keith  
**Subject:** PAY REVIEW

Although I agree in theory with the pay review changes, I strongly disagree with the proposal for the sixth person to be paid an attendance only. If a firefighter is riding as the sixth person he should be recompensed the same as the rest of the crew, a call out is a call out, a disturbed nights sleep is the same for everybody.

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**From:** E76 -  
**Sent:** 07 November 2016 20:26  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS pay review

Evening Keith,

In response to the RDS pay review,

Although I am happy with the majority of the proposals, I strongly disagree with only paying the 5 turnouts and the 1 attendance, I believe the decision should be made to pay all 6 turnouts, reasons being : Safety of crews responding, firefighter riding who's in development, riding 6 for resources.

Kind Regards,  
E76

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**From:**  
**Sent:** 07 November 2016 20:21  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS pay review feedback

Mr Mattinson,

In response to the RDS pay review. I strongly disagree with only paying out for 5 turnout and 1 attendance.

Regards

E76

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**From:** E76 –  
**Sent:** 07 November 2016 18:21  
**To:** SHQ - Mattinson, Keith  
**Subject:** Rds pay scheme

Good morning Keith I wright in response to your correspondence to the proposed change in the RDS pay structure. I think it will be a lot better than the current structure. I believe it will encourage recruitment and retention of fire fighters in the service. My one concern is the you have said that only the first 5 will receive a turnout and the the sixth will receive an attendance. I think this is wrong and unfair. If your live further away from the station than others you probably will be last in every time. It will be demoralising and perhaps have a negative affect on that person. Why be on call if your not getting on the machine and attending incidents.

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**From:** E76 -  
**Sent:** 07 November 2016 13:17  
**To:** SHQ - Mattinson, Keith  
**Subject:** Salary Review

Hi Keith

What's good.

1. Hours of commitment is now recognised in a fairer way than previous
2. Drills being excluded from pay will a) make everybody more keen to complete all drills b) remove one of the barriers for duel contract.
3. Additional reward for turnouts/attendances (which would be clear to see especially for newer RDS staff)
4. Protection for individuals who will be worse off under the new proposals.

What's bad

1. The payment of 5 T's and 1 A per incident; this will result in a number of issues for OIC's a) who do you inform not being paid a T? b) Invariably this will be a development FF who needs the experience. c) It will always be the same people, furthest away, d) what are the consequences of the 6<sup>th</sup> person turning out should they be injured on an incident?
2. The protection being reviewed only after 12 months activity, should this be reduced to quarterly or 6 months.

Still to clarify

1. What payments will be made for duel contract members? In view of the fairness issues that have been raised as part of this review is it fair that a duel contract ff who works 40 hours gets paid for 60 hours when a RDS ff has to work 60 for the same pay therefore giving 50% more commitment than that of a duel contract ff?
2. Possibly not for this group but, standby arrangements need to be reviewed to ensure fairness across the organisation.

Regards

E76 RDS

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**From:** E91 -  
**Sent:** 06 November 2016 19:20  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** FW: RDS SALARY - OCTOBER BRIEFINGS 2016

Hi Keith,

In response to your proposed scheme I would like to offer some feedback and suggestions and I also hope you can clarify a few issues.

In terms of the 3 main objectives which are to increase pump availability, retention and recruitment, I can only see pump availability effected positively by your scheme. Recruitment will become more difficult because currently it is open to people within a 5 or 7 minute radius of the station, however realistically people who live outside a 3 minute radius will find it difficult to make the first pump therefore reducing any financial incentive for joining. Retention will also suffer if Firefighters who live furthest away from the station find they are constantly being disturbed but not being financially rewarded if they are not one of the lucky 6 who arrive on station first. This could lead to further resignations.

Under your proposed scheme there will be a number of firefighters on each station who will be financially worse off than they are currently because they will rarely be one of the first 6 on station. This was not reflected in the letters you sent to each firefighter in which you made the assumption that every attendance would be paid. This was very misleading because in reality most of these attendances would not be paid.

There is also the issue of providing relief for other pumps on larger incidents, can you provide any reassurances that RDS would still be sent or would the service just deploy whole-time pumps as this would be a cheaper option?

Due to the decline in incidents over the past few years, if this trend was to continue and your scheme proves to save money for the service in the long run, would these savings then be re-invested into the RDS?

On a positive note your scheme would provide financial compensation for firefighters who suffer from loss of earnings when responding to incidents from their primary employment. It would also reward busier stations and be seen as a positive IF co-responding is rolled out throughout the RDS.

As a suggestion I would like to propose a disturbance fee in addition to the turnout/attendance fee for any firefighter who responds but is not one of first 6. This would not penalise any firefighters who live further away from the station, it would potentially avoid resignations and avoid any ill feeling amongst firefighters if they do manage to get on the pump.

Thanks

Firefighter  
Clitheroe

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**From:** P94 -  
**Sent:** 04 November 2016 19:56  
**To:** SHQ - Mattinson, Keith;  
**Cc:**  
**Subject:** RDS pay

Hi Keith

I have spoken to the RDS at Nelson and a couple of questions / queries have been brought up

- If more than 1 person attends a shout and they book an attendance on Gartan how will you differentiate between who attended first for payment? At the moment anyone who attends just put time of call from the turn out sheet as there attendance time.
- In Pennine Earby are the preferred station to be used for standby duties at Burnley , can this be spread out amongst the RDS units within Pennine so as not to favour Earby over the rest for any additional turn out payments that may happen.
- Although we understand the idea of 5:1 and rostering off we believe 6:2 would be a fairer ratio and allow some flexibility with regards to unforeseen circumstances and hopefully prevent those who live on the edge of the turnout area "dragging their feet ".

Regards  
P94 RDS

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**From:**  
**Sent:** 02 November 2016 19:06  
**To:** SHQ - Mattinson, Keith  
**Subject:** Retained Pay review

Hi Keith,

First of all I would like to thank you for coming to Lancaster Station to explain the RDS pay review to us, all who attended thought the meeting was very beneficial. In the meeting you explained that you would require feedback from RDS units in order to further review the situation. Therefore I am sending this email as feedback from the whole of the RDS unit at N11, we have discussed the proposed pay system in depth and as an entire unit and our feedback is as follows:

- We all agree that the system of using a turnouts and attendances style model is a positive step forward, as it will mean that we get payed for our actual activity levels.

- We also agreed that we dislike the proposed system of only paying 5 for turning out and one for attending, we are very lucky as a unit that we commonly have 6 or more people on duty and therefore would not want to jeopardise our effectiveness at an incident because we have one less Fire fighter on the pump. Also being a new unit we still have a lot of staff in development and it is vital that all these staff get operational exposure, something which the new system could hinder. Also with Safe systems of work at incidents becoming ever more important it is vital that we ride with the maximum amount of firefighters that we can at any one time, this could also potentially mean an increase in 'make up's' at incidents so that oic's have a suitable number of Firefighters in order to put safe systems in place.
- As a unit we have agreed that the best system in our opinion would be one in which 6 firefighters got paid for turning out and 2 firefighters got paid for attending the station.

We appreciate you asking for feedback and look forward to hearing more about the RDS pay review.

Thanks  
N11 retained

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**From:** E76 -  
**Sent:** 02 November 2016 16:36  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS Pay review

Hi Keith,

I'm a FF at Darwen on a duel contract, just had a talk on the proposed pay structure for RDS from WM and I'm emailing you with a few of my thoughts and a couple of questions that I have about it , firstly I think that it would be better to pay six people T's rather than five T's and one A ,there are a few reasons for this firstly the sixth person could be utilised by a FF in development and they could shadow various people doing different rolls and learn on the job also it would stop the temptation to speed to get to the station so you don't get an A , if you got on the pump while taking an A which will happen as we all know that the more people that you have at incidents the better this could cause problems with things like insurance if someone was unfortunate enough to have an accident , If this is a financial decision it would be outweighed by the fact that the time a pump rides at four or five much more than six.

On the salary predictions that I was given it says that I wouldn't have protection as my wage would be more, I understand that although if my actual wage is lower am I right in assuming that my pay would reflect that and so I would take home less money as you are intending on using your predictions for protection , so in reality my wage would not be protected for the first 12 months if it was less or can you reflect on wages on a monthly basis.

One last thing at the moment I attend drills as I should and I get paid for the drills in my salary on the predictions you have used Drills separately although in the new proposal you say that duel contract staff will be able to negotiate the amount of drills they need to attend with their line manager how will this have an effect on my wage and predictive wage.

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**From:**  
**Sent:** 31 October 2016 11:22  
**To:** SHQ - Mattinson, Keith  
**Subject:** Retained Pay

Hi Keith

Having read your letter dated 7th October I have discussed this with the crew at W34 Wesham and with WM from W36 I would like to raise a couple of points

- 1) Turnouts should not be limited to 5, it should pay out to maximum 6 as a station with 50% FF in Development we ride with 6 where possible this gives FF a better opportunity to attend incidents thereby increasing their knowledge and operational skill levels. As you are aware incident levels are dropping and riding 6 gives more opportunity for FF to gain experience
- 2) On Page 6 how has the Revised Banding been calculated?
- 3) What years turnouts were taken in to consideration for this? I believe this was based on actual L34P1 mobilisation not Station area incidents we would have attended if 100% availability, as a station



that has gone through a number of leavers in the last 18 months our availability has dropped but the number of incidents hasn't. The banding should be based on Station Area Incidents not actual attendance as we recruit our availability will increase as will our attendance

Regards

W34 Wesham

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**From:** P95 -)  
**Sent:** 31 October 2016 11:17  
**To:** SHQ - Mattinson, Keith  
**Subject:** RE: RDS SALARY - OCTOBER BRIEFINGS 2016

Hi keith

Just a update from Earby after your presentation at Burnley I answered a few questions back on Station for them, I can confirm now that Earby is 100% in favour of the new salary scheme.

Just a thought with regards to the Two pump stations , having worked the grey book system for many years at Barnoldswick it never gave much issues to the same people riding first pump etc, I am sure you will have had this conversation with others, As I see it if they have recruited within the five minute turn in time it should never create much issues so taking it in turn standing down occasionally should' nt be too much of a problem. Just my thoughts on it.

On a personal note the new system is the way forward for the RDS and a fairer system for all.

Thanks again for your time and effort with steering this forwards.

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**From:** N12 -  
**Sent:** 24 October 2016 19:02  
**To:** SHQ - Mattinson, Keith  
**Subject:** RDS Salary Pay

Hi Keith,

Thank you for your presentation on Tuesday night. In my opinion I do feel that the new pay system is more accurate and fair across all the retained stations in Lancashire, Even though I am in a station that will currently loose pay.

However I do feel that there are a few things that can be improved to make things even more fair for all FF's across the county.

- Being paid for 5 turn outs and 1 attendance is one of my main areas for concern.
- The other is a bonus scheme for new recruits

Firstly I would like to know the reason for only 5 payments for turnouts and 1 attendance and why we have to justify why it should be paid and not the other way around ??????

We currently have 6 extremely keen fire fighters and 2 CMs in development and this in itself will cause the main problems for only getting 5 payments for turn outs. They all want to get on the machine. Some days we have 1 Wm and 3 Crew managers riding at the same time. This cannot be helped due to primary employment. We then have 4 firefighters that all joined at a very similar time. They all need and want to get on the appliance every time the machine has a shout. 1 member of staff not being paid would not stop them from getting on the machine but it then would mean we would have to determine which person would not be getting paid and this then could be seen as unfair.

If we were to deem the last person through the doors as the one that received the attendance, that person would know if they live on the edge of 5 minutes that they will never make it therefore they will turn in slower. This may be on a day when another FF cannot make it in due to a break down or an alerter failure. They may

be personnel that we have to wait for as we require the skill levels and then we would have a slower response time.

If we had to remain as 5 turnouts and 1 attendance would the 6<sup>th</sup> person who would only receive an attendance fee get the hourly rate if they were to get on the appliance and be out for more than 1 hour , for example,

If we attended a barn fire and were out for 5 hours, How would it be fair to pay 5 members of staff the turn out and the current hourly rate and the 6<sup>th</sup> FF would only get his initial attendance.

I really do understand your reasoning for not wanting to introduce a bonus scheme for long service but at Morecambe we have had quite a large turn over in staff. This without doubt will cost the service a small fortune to train and kit the individuals, I strongly believe this needs to be re visited. Even if the payment is only aimed at the new recruits joining. As an idea why not hold back some of their money from the initial course or offer a bonus payment once they have received competency or 3-5 years. I am sure there is a point at which I FFs training cost combined with the length of service will neutralise, but again with Morecambe some of our staff leave within the first 2-3 years due to, Job change, lack of turn outs, Personal Commitments or they don't fulfil their initial contract.

Regards  
Morecambe RDS

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**From:** P96 -  
**Sent:** 22 October 2016 17:15  
**To:** SHQ - Mattinson, Keith  
**Subject:** RE: RDS PAY BRIEFINGS

Keith

A couple of points,

To stop personnel falling out and causing issues on station on a 1 pump station, if 6 are on call and have given that commitment and they get an incident

It would be easier for the unit to pay 6 turn out. Than for a manager to come in a tell someone to get off the appliance when they have shown the commitment to keep it at 6.

Plus the point from the meeting if 5 turn in before the manager and he would have to tell someone to get off this would affect morale which you we don't want to do.

Also on a 2 pump it should be 12 turnouts, we would just Roster so we only had 12 on call at the most.

This also benefits the service has they are asking us to do more, on an operational incidents and the extra cost will only be the difference between the turn out and attendance.

On calculating the Turnout and attendances should this be for only 12 months to give that figure, I think you said it's for a 17 month period if so this would give an in correct figure so increasing your salary.

Also on the calculating turn out and attendances, should this only be based on their contracted hours not on any hours they have booked on extra, has next year they not book on at all extra.

The 2 pump points so far which I can think of would be if we only have 2 managers on call or 2 drivers on call, and they turn in together , one of the managers or driver will have to stop back to keep the other appliance available, he would then get disillusioned because he would only get paid an attendance and a fire fighter getting on the machine would get a turn out and paid more than his attendance.

So on those occasions when 6 personnel get on the appliance and they are all paid a turnout if that is agreed, then a manager who has to stay back for the other appliance has to be paid a turnout.

Basically on those occasions on a 2 pump station when we have a 1 pump incident, and only 2x mangers/ Drivers on call, the service would pay 7 turnout and 5 attendances.

Regards

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**From:**  
**Sent:** 21 October 2016 18:49  
**To:** SHQ – Mattinson, Keith  
**Subject:** Retained Pay

RDS pay moved away from paying for turnouts and attendances because finance complained that it was unable to set a budget as turnouts varied greatly from year to year.  
What has changed that has now enabled finance to set a budget with a degree of certainty?  
If we are going to move back to a retaining fee plus Turnouts & Attendances then 6 turnouts plus 1 attendance should be paid per incident.- There are 6 seats on a fire engine, and allowing 6 turnouts plus 1 attendance would hopefully ensure that the pump turned out fully crewed.  
W36.

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**From:** W36 -  
**Sent:** 21 October 2016 12:18  
**To:** SHQ - Mattinson, Keith  
**Subject:** W36 RDS (hybrid modle query)

Good Morning Keith

Hope you are Well

I have received my letter with regards to the propose changes for RDS Payments ( hybrid model)

Have read through the information provided my only concern was the issue of a ridership number of 5 and attendances of 1

My thoughts are that 6 should be available on a fire appliance because

- Due to lack of operational jobs, every effort should be made to ensure maximum crew numbers attend incidents to gain operational experience
- W/T Crew are only ride with 4/5, so RDS often go on make ups at large incidents
- The number of tasks on the fire ground has dramatically increased so numbers of trained personnel are imperative

Taking everything into consideration I do feel the proposed changes are beneficial and offer good value of money for the service and RDS personnel.

Thanks

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**From:** P96 -  
**Sent:** 19 October 2016 16:15  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** RDS PAY

Keith,

Just responding to the letter sent out regarding RDS Pay as requested if we had any points to put forward. May I first emphasize that I totally understand how much of a difficult task it has been to try and come up with a scheme that works for all and that it is virtually impossible to have a scheme that is not going to affect some personnel at some point. I also understand that a lot of hard work has also been done to get to this point. I feel that when the salary scheme came into place it was very forward thinking and other brigades were very envious of the system. I understand that it may not have quiet had the desired effect for over-all pump availability and staff retention but I feel going back to T'S and A's is taking a backward step. The general opinion on station is that wages no matter what system is put in place will do anything for pump availability and retention. People join to attend incidents, therefore activity, keeping staff busy is what will retain staff. The following are my thoughts and the thoughts from a lot of the personnel on station.

- I will start with the biggest concern from personnel – At the moment the service is all about 'thinking RDS' if we limit turn outs to 5 personnel, one person is going to miss out every time, knowing how

RDS works this potentially is going to be the same person every time. If 6 (or 12 in Colne's case) are on call why would we not allow everyone to get on and ride the pump, kicking someone off every-time or telling one person they will earn less than everyone else, would do nothing for staff retention, staff motivation and staff morale, people join the service to attend incidents, this is how we retain staff, not by telling one member they can come but can only collect an attendance fee. The point to the new scheme is to reward commitment by limiting to 5 or 10 is totally going against the whole point of the scheme. The whole-time are mostly riding with 4 these days so why would we limit a RDS pump to 5 if 6 personnel were turning in. Riding with 6 solves a lot of issues on an incident taking into account we now need managers, pump operators, BA wearers, ECO'S, Safety officers, comm's officers, BA supervisors, sector commanders, command support etc. Looking at the gartan system it is very rare that pumps would turn out with a full compliment, but if it does this can only be a good thing and everyone should be rewarded. If pumps are always turning out full then this would show the system is working and pump availability would be at an all-time high. Allowing to ride with 6 or 12 also covers holidays and sickness.

- Turn – outs favour those that live/ work nearer the station, turn-outs will encourage people to speed and drive recklessly as there is financial gain to get there first. Through 'cause and permitting' the brigade is unintentionally causing people to drive faster and recklessly for financial gain.
- Turn-outs will cause rivalries and arguments on station, and will take away the good nature of some who book on extra to catch incidents because if they live closer to the station they will be potentially taking someone else's space who should be contracted for that period and therefore taking their turn out fee.
- The attendance payment is potentially a lot lower than what most people earn at work, why would people turnout from work to be paid less for that hour they have just lost turning out if they miss the pump and only get an attendance, the gap between an attendance and a turnout needs to be smaller.
- Pensions are going to be affected on new system
- Current system allows people to get mortgage, direct debits , loans set against their wage as it is a set payment each month. Under new system guaranteed wage will be smaller and therefore less will be able to be set against it.

I know points 2-6 are just things we as a station are most likely just going to have to get used to if system is implemented, but please please consider point 1. This is not just a point that will benefit Colne but will benefit the Retained Duty System as a whole. Think 'RDS'.

Kind regards  
P96 Colne

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**From:** N11 -  
**Sent:** 13 October 2016 09:18  
**To:** SHQ - Mattinson, Keith  
**Subject:** Hybrid pay for RDS

Good morning Keith,  
Following discussions at N16 on Tuesday night there was overwhelming support for the new hybrid model based on the figures you sent out to us. The general consensus was that this is more rewarding and a better fitting model for all at N16, and they would all like to vote for this model as opposed to the banding model we have now. There were some questions regarding times when there are 6 riders on duty( rare I know!), and turning out ( i.e. paying 5 turnouts and 1 attendance). Hornby is out on a limb somewhat, and where possible having a full crew on makes a difference when we attend difficult incidents. The question was if we turn out with 6 riders would the 6<sup>th</sup> rider get an hourly rate but no turnout fee, or would he/she get nothing for being on the appliance?  
Thanks

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**From:** P73 –  
**Sent:** 11 October 2016 13:07  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** RDS Pay

Hi Keith –

The 73 RDSU have received the RDS pay salary papers today. I along with other have some concerns regarding the projection figures, especially with the rule of only paying 5 Turnouts and 1 attendance.

For the fiscal year 15/16 my activity level was 63 which has been projected onto this new salary. However with losing 1 person being able to receive the projected turnouts and provisions having to be made to roster off then in effect will not receive the projection. It has to demonstrate a 17% deficit on projected activity as a minimum which would = 52 turnouts for the year (working on purely my own figures)

Obviously with reducing activity and NWFC mobilisation arrangements this is going to get significantly worse than projected unless some clarity is given on co-responding or greater use of RDS resources (such as the current trials with RDS stations picking up standby duties (Earby to Burnley Etc)

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**From:** W36 -  
**Sent:** 11 August 2016 12:16  
**To:** SHQ - Mattinson, Keith  
**Cc:**  
**Subject:** salary

Hi Keith

I feel the revised grey book scheme will cover a few of the points you have listed.

**Fairness** cannot think of a better scheme

**Availability** I feel pump availability will increase

**Recruitment** not sure if it will effect recruitment as I have always felt if someone is joining just for the money they were not the right person for the job. May provide a bit of interest though showing you get paid extra for turning out.

**Retention** Again not sure if it will have a large impact on retention, but time will tell.

Just one point on the scheme I feel that you should set the number of people who would get a turnout/attendance at 6 as it would help personal gain experience of turning out to incidents. It would not be right if 6 came in and only 5 turnout and the sixth person gets an attendance, I feel it would not increase the budget by too much although you might tell me different.

I am against the dual contract personnel having their retaining fee increased/enhanced Thanks

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## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on Monday 19 December 2016

### EARLY DAY MOTION 468 – SCRAPPING OF SCHOOL SPRINKLERS (Appendix 1 refers)

Contact for further information:

Justin Johnston – Deputy Chief Fire Officer, 01772 866801

#### Executive Summary

We have been notified of an Early Day Motion (EDM) currently seeking support in the House of Commons with regards to Building Bulletin 100: design for fire safety in schools and the removal of the expectation that automatic fire suppression systems (sprinklers) will be fitted to all but the lowest risk new schools. We consider that such a move could compromise the safety of children, staff, local communities and firefighters. The Chairman of the Lancashire Combined Fire Authority and the Chief Fire Officer have therefore written to local MPs on behalf of the Authority (attached as Appendix 1).

#### Recommendation

That the Authority note the Chairman and Chief Fire Officer's letter and add support where appropriate.

#### Background

- Early day motion 468 SCRAPPING SCHOOL SPRINKLERS
- Session: 2016-17
- Date tabled: 14.09.2016

*That this House deplores the decision to scrap the expectation that sprinklers will be installed in all new school buildings except for low risk schools; believes that such a retrograde measure could compromise the safety of children, staff, local communities and firefighters; recognises that sprinkler systems help ensure swift evacuation from fires; notes that sprinklers have helped save 17 schools from major fire damage; further notes that the average cost of a large school fire is now £2.8 million; and calls on the Government to reintroduce these vital requirements forthwith.*

Lancashire Fire & Rescue Service (LFRS) Protection Officers are proactive in mitigation of fire safety risks within schools and on all building regulation consultations and LFRS strongly recommends the installation of sprinkler systems.

#### Business Risk:

None

**Environmental Impact:**

None

**Equality and Diversity implications:**

None

**Financial Implications:**

None

**HR Implications:**

None

**Local Government (Access to Information) Act 1985  
List of Background Papers**

Paper	Date	Contact
Reason for inclusion in Part II, if appropriate:		



Chris Kenny QFSM MA MSc CEng  
Chief Fire Officer



TO: All Lancashire MPs  
(hard copy of letter to follow)

Please ask for: Chris Kenny  
Telephone: 01772 866800  
Email: chriskenny@lancsfireandrescue.org.uk  
Your Ref:  
Our Ref: CK/HLG  
Date: 31 October 2016

Dear MP

## EARLY DAY MOTION 468 - SCRAPPING SCHOOL SPRINKLERS

Link to the Early Day Motion 468: <https://www.parliament.uk/edm/2016-17/468>

I am writing on behalf of Lancashire Combined Fire Authority as we have been notified of an Early Day Motion currently seeking support in the House of Commons with regard to *Building Bulletin 100: design for fire safety in schools* and the removal of the expectation that automatic fire suppression systems (sprinklers) will be fitted to all but the lowest risk new schools. We consider that such a move could compromise the safety of children, staff, local communities and firefighters.

Sadly, on average, each year in the UK, there are over 1,500 fires in schools and other educational premises (equivalent to four a day).<sup>1</sup> Only last month we saw the devastating fires at Selsey Academy, Sussex (which displaced 400 pupils for over a month) and Cecil Jones Academy in Southend-on-Sea. **Here in Leyland Lancashire in 2013 a major school fire resulted in parts of St Mary's Catholic Technology College being demolished after a blaze. This school fire caused £15m damage and closed the school for a month.**

Arson continues to be a major issue with around 40% of all school fires being started deliberately.<sup>2</sup> In the UK around 20 schools are the target of an arson attack each week.<sup>3</sup> A third of these fires happen during school hours.

The average cost of a large school fire in 2014 was approximately £2.8 million and this is increasing year on year.<sup>4</sup> As well as the financial loss, school fires disrupt the education of an estimated 90,000 children/students each year.<sup>5</sup> Many governors, head teachers, staff as well as pupils, parents and the local communities suffer the trauma of seeing their schools burnt to the ground. In many cases that school building is lost forever. **In view of the significant losses incurred as a result of a fire, it is strongly recommended that sprinkler systems are installed as part of any plans to build new schools and redevelop existing school sites.**

<sup>1</sup> Local Government Association (LGA)

<sup>2</sup> Fire Protection Association/RISC Authority Large Loss Fire database (2014)

<sup>3</sup> Association of British Insurers

<sup>4</sup> Fire Protection Association/RISC Authority Large Loss Fire database (2014)

<sup>5</sup> Zurich Municipal

Any cost benefit analysis, specifically covering the provision of sprinklers in schools would be likely to come out in favour of fitting them, especially given the additional design freedoms and other benefits that sprinklers can bring, such as:

- potential reductions in cost of structural fire protection
- potential reductions in insurance premiums
- flexible learning spaces/group work areas
- transformational teaching and learning environments
- protection against accidental fires (such those which may be caused by contractors undertaking hot work).

The provision of an effective sprinkler system would also benefit a school in terms of increased protection during evacuation, business continuity, sustainability, environmental impact, the risk to fire fighters/occupants and the impact on the wider community.

Nationally, sprinklers have helped save 17 schools from major fire damage in the past five years.<sup>6</sup> The Glasgow School of Art suffered a devastating fire in 2014 which saw the Mackintosh building being severely damaged along with students' degree coursework. In May this year there was another fire in the Reid Building which fortunately was extinguished by sprinklers.

The Chief Fire Officers Association's Business Case for Sprinklers (2013) estimated that fitting sprinklers in a new school would amount to approximately 1-2% of the total build costs. However, there is potential for full cost recovery in 7-10 years due to reduced insurance premiums.<sup>7</sup>

Lancashire Combined Fire Authority is consulted as a matter of course during the building regulations submission stage of any new school building/redevelopment proposal. It is our policy to recommend the installation of sprinklers.

We have a statutory duty to ensure compliance with the Regulatory Reform (Fire Safety) Order 2005 once premises are occupied. The provision of a sprinkler system can potentially reduce the regulatory burden on the Responsible Person as such premises would be likely to achieve a lower risk rating in terms of achieving legislative compliance as well as ongoing fire safety management.

We would ask you to support this Early Day Motion in order to highlight to the Government the important role of sprinklers in providing a cost effective tool for further improving fire safety in your constituency. You can help improve fire safety in your community by asking Government to re-examine the evidence supporting the installation of sprinklers in schools and support further proposals to encourage their adoption including reinstating the vital requirements in BB100 recommending sprinklers forthwith.

Yours sincerely



**Frank de Molfetta - Chair of Lancashire Combined Fire Authority**  
**Chris Kenny - Chief Fire Officer**

<sup>6</sup> National Fire Sprinkler Network (2010-15)

<sup>7</sup> LGA – Automatic Fire Sprinklers (Toolkit for Schools) 2004. Association of British Insurers.

## **LANCASHIRE COMBINED FIRE AUTHORITY**

Meeting to be held on Monday, 19 December 2016

### **MEMBER CHAMPION ACTIVITY – QUARTERLY REPORT**

Contact for further information:

DCFO Justin Johnston – Tel: 01772 866801

#### **Executive Summary**

This paper provides a report on the work of the period up to November 2016.

#### **Recommendation**

The Authority is requested to note the report and acknowledge the work of the respective champions.

#### **Information**

In December 2007, the Authority introduced the 'Champion' role and allocated a notional budget per member in respect of four subject areas. These positions are currently filled by:

- Equality and Diversity – County Councillor Terry Aldridge
- Older People – County Councillor Mark Perks
- Environment – County Councillor Ken Brown
- Road Safety – Councillor Fred Jackson

Reports relating to the activity of the member champions are provided on a quarterly basis to the Authority. This report relates to activity for the period up to December 2016.

During this period, all have undertaken their respective role in accordance with the defined terms of reference. Their activity to date:

#### **Equality and Diversity – County Councillor Terry Aldridge**

The Equality and Diversity Policy is now adopted and live on the website.

The 2016/2017 Equality and Diversity Action Plan is being updated as progress is made and will be available at the end of the year to demonstrate Lancashire Fire and Rescue Service's progress against the Public Sector Equality Duty.

Equality Objectives have now been agreed for 2017/2022 and are out for consultation as part of the development of the Integrated Risk Management Plan as follows:

- Support local business to reduce the risk of fire and remain compliant within fire safety legislation;

- Reduce the number and impact of fire and other emergencies to our diverse communities across Lancashire;
- Develop and deliver a Prevention Service targeting our most vulnerable communities;
- Promote equality in our workforce policies and workforce practices;
- Develop our staff to ensure they can respond competently, meeting the different needs of our diverse communities.

As part of creating a more diverse workforce, a project has been established to look at positive action which will commence January 2017.

An overarching approach to organisational development is in the process of being developed which is looking at how the promotion of equality and diversity, including the prevention of unconscious bias is embedded into existing and proposed development programmes including a new Corporate Induction process.

### **Older People – County Councillor Mark Perks**

The Older Person's Member Champion, County Councillor Perks has actively worked across all Service Delivery areas. The Service continues to develop Dementia activities across the County and Jane Williams (Prevention Support Manager) is taking the strategic lead on Dementia within the Service supported by a Task Group made up of representation from each area. The group are meeting in December to agree their Terms of Reference and Membership.

Northern Area have been working closely with Lancashire Constabulary on the Guardian Angels scheme who provide devices to people living with dementia so that they can be quickly identified and helped if they are found wandering. A Dementia Event was held for Partners on 28th October with a further event for the public held on 18th November. The task group will consider this as a larger roll out and will carry out a review of the scheme.

Eastern Area also held an Older People's Open Day on 24th November which included talks from the Fall Prevention Team, Fire Safety talks and a demonstration of the Tunstall Alarms that are available.

Western Area have developed and produced a number of stickers which can be provided to people living with Dementia as a reminder about fire safety and security. One of the actions of the Dementia Group will be to distribute these county wide with guidance and support offered to staff.

Dementia Friends Awareness sessions continue to be provided to LFRS staff and local community groups and a document confirming the number of Dementia Friends and the number of Dementia Champions in LFRS is currently being developed. This will then be shared across the organisation and used as a tool to allocate dementia friends session requests.

GM Neil Taylor is leading on the Age Safe Task Group which has recently formed to review and develop further our older person's prevention strategies.

## Road Safety – Councillor Fred Jackson

### Safe Drive Stay Alive

Since the last report the Safe Drive Stay Alive multi-agency Road Safety Team has delivered the presentations at the following locations;

- **Blackpool Winter Gardens Tuesday 27<sup>th</sup> September**  
Delivered to 856 students from Rossall School, Kirkham Grammar, Myerscough College, Training 2000, Baines School and St Marys.
- **Lancaster and Morecambe College 4<sup>th</sup> and 5<sup>th</sup> October**  
Delivered to 414 students from Lancaster and Morecambe College, Heysham High School and Morecambe High Schools sixth forms.
- **Park Hall Wednesday 9<sup>th</sup> and Thursday 10<sup>th</sup> November**  
Delivered to 1156 students from Runshaw College, West Lancs College, Hutton Grammar, Lytham 6<sup>th</sup> Form and Fulwood Academy.
- **Burnley Mechanics Tuesday 22<sup>nd</sup> November and Thursday 24<sup>th</sup> November**  
Delivered to 1980 students from Burnley College, Training 2000, Myerscough at Witton Park, Todmorden High and Alder Grange sixth form.

The event at Burnley Mechanics on Tuesday was a milestone for Safe Drive Stay Alive, where we delivered to over 10,000 students. The event was attended by the local media with Lancashire TV producing a film which can be viewed by following the link below.

[https://m.youtube.com/watch?feature=youtu.be&v=\\_0eR0SfiMu0](https://m.youtube.com/watch?feature=youtu.be&v=_0eR0SfiMu0)

### National Brake Road Safety Week 21-25 November

LFRS signed a brake road safety pledge in support of the national road safety week. LFRS personnel across the region were out and about every day during the week delivering various road safety themed events. These included both crashed cars being located at strategic sites which enabled crews to engage with the public focusing on the Fatal Four. Speed, Drink, Drugs and Distractions. Events were held in the following town centres. Preston, Lancaster, Accrington, Nelson and Blackburn.

### Thematic Road Safety Group

GM Crook chaired the first Road Safety Thematic group meeting on 19/10/2016. Terms of Reference and a group plan and work programme were introduced and decided upon.

## **Environment – County Councillor Ken Brown**

In mid-November external auditors carried out the annual surveillance audit to maintain certification to the environmental standard ISO 14001:2004. Continued certification was granted subject to one condition, the successful closure of one minor non-conformance relating to operational controls of other parties that use LFRS premises. A number of positive comments were received from the auditors.

The auditors issued three opportunities for improvement which together with observations made by the Safety, Health and Environment staff will be developed into an improvement action plan to ensure continuous improvement is made.

## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on 19th December 2016

### FIRE PROTECTION REPORTS

Contact for further information:

Deputy Chief Fire Officer Justin Johnston – Tel. 01772 866801

#### **Executive Summary**

This report deals with prosecutions in respect of fire safety management failures and arson incidents within the period 1 September 2016 to 1 December 2016.

In addition, Fire Protection and Business Support Information is included in the report.

#### **Recommendation**

The Authority is asked to note the report.

### FIRE SAFETY CONVICTIONS

#### **Prosecutions under the regulatory reform (fire safety) order 2005**

Lancashire Fire and Rescue Service (LFRS) successfully completed one prosecution on 11<sup>th</sup> November 2016.

#### Broadclough Mill, Burnley Road, Bacup

Mr Laurence Daw, the landlord of Broadclough Mill appeared before Burnley Magistrates Court on the 11<sup>th</sup> November 2016 for trial after pleading not guilty to the single charge brought under the Regulatory Reform (Fire Safety) Order 2005:

1. Failure to comply with the requirements imposed by the Enforcement Notice, which failure placed relevant persons at risk of serious death or injury.

As a result of an Inspection on 3<sup>rd</sup> February 2015, which Mr Daw failed to attend, he was issued an Enforcement Notice detailing the steps considered necessary to remedy areas of significant contraventions of fire safety regulations.

Although every effort was made to meet with Mr Daw at Broadclough Mill and assist him in complying with the Enforcement Notice by the specified dates, Mr Daw failed to attend on any occasion.

Mr Daw eventually contacted the fire service on the day the Enforcement Notice expired, five months after it was issued. On further inspection of the Mill by Fire Safety Officers it was found that none of the works required to ensure the safety of the occupants, had been completed.

At the trial, Magistrates found for the prosecution based on the case file provided and evidence given in cross examination by retired Fire Safety Officer Mick Bingham finding Mr Daw Guilty of the offence under Article 32(1)(d) the Regulatory Reform (Fire Safety) Order 2005:

Mr Laurence Daw was awarded a fine of £2000, ordered to pay Lancashire Fire and Rescue Service prosecution costs of £2600 and a victim surcharge of £400 giving an overall total of £5000.

#### HMO 143 Manchester Road, Burnley

Two separate Responsible Persons, owner and the leaseholder, were summoned to appear at Burnley Magistrates on 9 September, 30 September, and 14th October but failed to attend or provide suitable representation at Court on each occasion. As a result a warrant for the arrest of the owner was issued, who was arrested on 7th November. At the hearing on the 11<sup>th</sup> November, which was this time attended by both defendants a pre-trial hearing was scheduled to Burnley Magistrates for the 9 December.

## **FIRE PROTECTION & BUSINESS SUPPORT INFORMATION**

### Primary Authority Scheme

LFRS have now signed a second Primary Authority Partnership and are now the Primary Authority for fire safety with Four Seasons Healthcare PLC who, similarly to Barchester Healthcare, has over 300 Care Homes across the UK. Protection Support are also currently in partnership negotiations with two national pub chains, a northern supermarket chain and a large North West Housing provider.

### Business Safety Week 05 – 09 September 2016

LFRS Protection Staff in all area hubs participated in the annual Chief Fire Officers Association (CFOA) UK Business Safety Week. The key objective of the week was to highlight the help and support that is available to businesses from their local fire and rescue service with the main driver of the week being on education of businesses not enforcement. The overall aim was to reduce the number of enforcement notices delivered to businesses and encourage them to make fire safety an everyday part of working life so employees can respond safely and appropriately in the event of an incident.

A total of twenty organised events were run throughout the county with over two hundred business receiving advice during the week. The advice ranged from measures to reduce the chances of arson, fire risk assessment advice, staff training, maintenance of fire safety systems and specific advice to care/nursing homes on the emerging issue of the dangers of emollient creams for residents who smoke and have mobility issues.

### Competency Framework for Business Fire Safety Regulators

As identified in the 2015 Prevention and Protection review; the Protection Function has adopted and aligned staff to the 'Competency Framework for Business Fire



Safety Regulators' (CFBFSR); which promotes and develops LFRS as Better Regulators. The four new Business Safety Advisors (BSA) have achieved the Level 3 Cert and Fire Safety Inspectors (FSI) or are currently achieving the Level 4 Diploma.

#### Community Fire Risk Management Information System (CFRMIS) 6

CFRMIS 6, the updated database used for recording all Fire Safety visits and outcomes, was "rolled" out live on 22<sup>nd</sup> November across LFRS.

Training took place at Service Training Centre for all Prevention and Protection Officers during the week of the 14<sup>th</sup> November, on the introduction to CFRMIS 6 which included; searching, reporting, creating new premises and completion of Fire Safety Audit forms (FO1).

### **ARSON CONVICTIONS**

#### **R v Eamon William Roche**

Derby St, Accrington

Mr Roche was part of a gang that set fire to the victim's car. There had been long standing arguments between Mr Roche and the victim. Significant damage was caused to the car. A full investigation was carried out by LFRS and a report submitted to the Courts, where the evidence was accepted which negated the need for our Officer attending to present evidence. This case dated back to 2014 but only made it into the Crown Court in October 2016.

Mr Roche was sentenced to 27 months imprisonment.

#### **R v Kyle Perry**

Roe Lee Mill, Blackburn

This incident involved a derelict Mill in Blackburn that had been subject to multiple arson attacks over a period of months. This final fire resulted in an attendance of 5 pumps and an ALP. The Mill had to be partially demolished following the fire with an estimated £400,000 damage.

A multi agency investigation was carried out and a fire investigation report submitted. The Police used modern technology to put Mr Perry at the scene of the fire via GPS fixes of his mobile phone. Mr Perry had taken photos of the fire burning in its early stages. LFRS staff were called to present evidence in Preston Crown Court, but Mr Perry pleaded guilty prior to the trial starting.

Mr Perry was sentenced to 2 years imprisonment – suspended for 2 years with a rehabilitation activity requirement.

**R v Liam Reddington**  
Shakespeare Rd, Fleetwood

This incident involved Mr Reddington setting fire to a Childs pram and bedding that was within the lounge of his mother’s house. There was resultant fire and heat damage to the lounge and hallway contents. Mr Reddington had set previous fires in the week before. Mr Reddington was arrested at the scene. A full fire investigation was carried out and submitted to the Courts. Mr Reddington pleaded guilty prior to a full trial.

Mr Reddington was sentenced to 3 years imprisonment

There have been a number of other cases where guilty verdicts/pleas have been made and we are awaiting the results of sentencing. These incidents will be reported to a later meeting

**Business Risk**

Moderate – Members need to be aware of prosecutions related to fire safety activity and/or arson within Lancashire in order to satisfy themselves that the required robust approach is being pursued.

**Environmental Impact**

None

**Equality and Diversity Implications**

None

**HR Implications**

None

**Financial Implications**

None

**Local Government (Access to Information) Act 1985**  
**List of Background Papers**

Paper	Date	Contact
Reason for inclusion in Part II, if appropriate:		

## LANCASHIRE COMBINED FIRE AUTHORITY

Meeting to be held on Monday, 19 December 2016

### COMMUNITY FIRE SAFETY REPORTS

(Appendix 1 refers)

Contact for further information:

Assistant Chief Fire Officer David Russel, Director of Service Delivery

#### **Executive Summary**

Reports in relation to the 2 Unitary and 12 District Authorities are attached containing information relating to:-

- Community Safety activity;
- Incidents of Operational interest.

#### **Recommendation**

The Authority is asked to note the report.

#### **Information**

Included as Appendix 1 are reports for the two unitary and twelve district authorities in relation to:

- Community Safety initiatives;
- Incidents of Operational interest.

#### **Business Risk:**

None

#### **Environmental Impact:**

Potential impact on local environment

#### **Equality and Diversity implications:**

None

#### **Financial Implications:**

None

#### **HR Implications:**

None

**Local Government (Access to Information) Act 1985**  
**List of Background Papers**

Paper	Date	Contact
Information from LFRS Management Info Systems	September 2016 – November 2016	David Russel
Information received from area based staff	September 2016 – November 2016	David Russel
Reason for inclusion in Part II, if appropriate:		

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

<b>SUMMARY REPORT FOR:</b>	<b>BLACKBURN-WITH-DARWEN</b>
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**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Bright Sparx and Hi-Viz Jackets**

As the longer, darker nights set in, Community Safety staff within the Blackburn with Darwen area have been working with the Lancashire Partnership for Road Safety in supporting a local charity to deliver road safety messages to children. This particular project is called “*Keeping Young People in the Town Safe*” and is being delivered alongside the Inter Madrassah Organisation (IMO) charity at 10 Madrassahs in the area.

So far, presentation and workshops have been delivered to around 1800 children and have covered issues around looking for safe crossing places, identifying dangerous crossing points and how to be seen.

Each child received a new high-viz jacket as part of the workshop and parents across the borough are being advised to make sure their children wear the high-viz jacket when going to and from school/madrassah during the winter months.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident:** Commercial Fire  
**Date:** 15 November 2016  
**Time of Call:** 00:29

LFRS attended a fire involving an engineering property in Blackburn. Upon arrival of two appliances from Blackburn, smoke could be seen issuing from the building. Fire Service personnel made attempts to gain access to extinguish the fire, but this proved to be very difficult due to heavy-duty metal doors and security padlocks throughout. Crews had to utilise the “Partner Saw” to cut through the metal security measures in an attempt to gain access to the industrial unit.

Due to the risk of fire spreading to adjoining buildings, the Incident Commander had covering jets and breathing apparatus teams in place to protect adjacent buildings. A total of six additional fire engines and an aerial ladder platform were requested to tackle the fire. The newly commissioned LFRS Aerial Support Unit (drone) was used to good effect, enhancing the safety of personnel by identifying the parts of the building that were most affected by fire and the spread of the fire, which was not otherwise visible from the incident ground; also the location and involvement (or otherwise) of cylinders contained in the unit.

This incident is a good example of the use of the wide range of LFRS equipment and expertise in gaining access, dealing with fires and enhancing firefighter safety.

**LANCASHIRE FIRE AND RESCUE SERVICE**

## COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:****BLACKPOOL****LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)****Bonfire Safety – ‘Design A Poster’**

As part of our Bonfire Safety Campaign in the Western area, we have established collaboration with Sainsbury’s and invited all Blackpool Primary Schools to participate in our “Bright Sparx” Design a Poster Competition. There were no constraints placed on the content of the posters being designed, other than bonfire and firework safety, and the children were encouraged to let their creativity run wild. The entries were split by age into four categories, and the closing date for entries was Friday, 11 November. We received a fabulous response. Operational Crews and Community Fire Safety team members looked through hundreds of posters offering some fantastic firework safety tips and showcasing vast amounts of glitter, pipe cleaners, paint and sparkle. We were all impressed by the level of firework and bonfire safety knowledge covered by the children in the posters.

The initiative was very well supported by Sainsbury’s who donated some fabulous prizes for the winner and runner up in each category and an engraved shield for the winning school. Sainsbury’s also displayed our firework safety literature and posters in-store on the run up to bonfire night, providing as much information as possible for our local community. The competition culminated in a presentation evening at Blackpool Fire Station, for the winners and their families, and a demonstration on the drill yard hosted by Red Watch. This was an enjoyable evening with an informative element, which also strengthens our links with the local community and local businesses. Sainsbury’s Blackpool is intending to display as many of the entries as possible in their front window.

**Winter Warmth**

Our Winter Warmth Campaign has started with a very worthy recipient. We received a call from a partner agency advising an elderly couple living in Blackpool had recently had their boiler condemned and were left without both heating and hot water.

One of our Community Fire Safety Advisors visited the couple that day. The couple were both sat downstairs, wrapped in a duvet. Although the electric fire was not in use they were huddled around the appliance and were using the electric light from the faux effect coals as a source of comfort.

Fortunately the Community Protection Manager for Western Area had allocated a portion of the Community Fire Safety budget to purchase several oil filled radiators. These would be issued via strict criteria, due to the high cost of each unit. Other partners within Western Area have been approached, in order to gain support - both for financial assistance and referral pathways. Our Advisor issued an oil filled radiator, safe and warm pack, fleece blankets, room thermometer and fire retardant blanket. We also offered signposting advice and made referrals to Age UK and Social Services for benefit checks, support with services and for any safeguarding concerns. Appointments were made on behalf of the couple with Cosy Homes who arranged to visit. Cosy Homes are able to offer advice and check for eligibility to funding for energy related improvements. We later received a heartfelt telephone call from a very grateful, vulnerable member of the community and another call of thanks from one of our partner agencies.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)****Incident: Fire in Multi-Occupied Industrial Unit- Blackpool****Date: 06 October 2016****Time of Call: 16:40 hrs**

Operational Crews were deployed to a fire in an industrial unit in the centre of Blackpool. Blackpool Central Crews attended and it soon became apparent that the crew was faced with a rapidly developing fire. The fire had started in the ground floor workshop of a multi-occupied manufacturing building and was spreading with some speed to the first floor. Crews requested the attendance of another four pumps and an aerial ladder platform. There is a residential flat on the first floor above the unit. This flat was also now on fire and at this point, it was not clear if the occupiers were in the flat, and if so, whether they were trapped.

Crews from South Shore attended and were committed, in breathing apparatus, to search for any persons that may be trapped. Firefighting continued, and due to the unusual configuration of rooms, the sheer amount of belongings and combustible items within the flat, crews had to remove some of the contents before they were able to locate the fire. The fire was extinguished and crews were able to confirm that the flat was unoccupied at that time.

Electricity North West arrived at the scene and in the first instance isolated the electricity supply to all four streets surrounding the incident. They were then able to dig down and cut the supply to the building involved. Working together, LFRS, the Police and Blackpool Council provided assistance and support to all those affected by the incident.

The cause of fire was determined to be the electrical intake units which had caused an electrical fault. There were several other complications at this incident; the flat above had an annexe which contained several hundred exotic birds. In conjunction with the RSPCA, a tactic of providing ventilation via the fire crew's ventilation fans was instigated.

Another factor was the complex needs of some of the residents in the street which had no power. A swift multi-agency approach with the Police and local council took place, which resulted in a priority phasing of restoring power and back-up generators. North West Ambulance Service were also utilised to provide reassurance.

Over the course of the following day and the weekend, a multi-agency team of Operational Crews, the Community Fire Safety Team and the Fire Safety Enforcement Team from Western Area, delivered reassurance work in the local area. Fire Safety Enforcement prohibited use of the upstairs flat within the commercial building and the Community Fire Safety Team worked with the occupier and Social Services to provide support.

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

<b>SUMMARY REPORT FOR:</b>	<b>BURNLEY</b>
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**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Ageing Safe and Well Day**

Community Fire Safety teams within Lancashire Fire and Rescue have a long and successful history of prevention and early intervention. By working in partnership with other organisations, our expertise and experience in prevention can contribute to the wider health and wellbeing agenda. With this in mind, the Community Fire Safety department for the Pennine area thought it was appropriate to showcase the services and resources available locally and within the Lancashire district, to support our older population on health and wellbeing and to promote a change in behaviours to help sustain their long term independence. The day took place in November and was called “*Ageing Safe and Well Day*” and was attended by approximately 50 members of the community.

Presentations were given by the Falls Team on the importance of avoiding potential hazards around the home environment and being prepared should a person have a fall. The Community Fire Safety Team delivered a winter safety presentation, highlighting dangers of using portable heaters, electric blankets and leaving cooking unattended. We were also very fortunate in having a General Practitioner (GP) as a special guest speaker from a local medical practice, talking around the subject of utilising GP services, and the benefits that Pharmacists can play “prevention is better than cure”. The crews also demonstrated a “persons reported” house fire rescue on the drill ground, whereby attendees were narrated through the scenario and stressing the importance of having a fire plan.

The key messages were broadcast via social media. BBC Radio Lancashire also covered the event with interviews of various speakers and members of the community, before broadcasting them during the ‘*Drive Time*’ programme for maximum coverage. The event was deemed a great success and positive feedback has been received by guests and agencies that were involved.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident:** Late Fire Call  
**Date:** 11 October 2016  
**Time of Call:** 17:37

Upon arrival, there wasn't a fire, but approximately 15 mins prior to the Fire Service attending, there had been an incident involving a candle and some clothing, resulting in a lady suffering burns to both her legs, from the knees downwards.

First aid was administered by Fire Service personnel and she was further treated by Paramedics. The lady was then transferred to Royal Blackburn Hospital by ambulance for further treatment.

The incident was caused by a lit candle situated on the fireplace hearth. The candle in question was a fragrant ‘Yankee Candle’ and the lady was in close proximity to the candle



wearing a long dress reaching down to the floor. Other occupants in the house witnessed what had happened and doused her with water and removed her clothes. The lady suffered first degree burns to her legs and was not kept in hospital.

With this incident, it takes the total to three casualties from clothes being too close to a naked flame in Pennine Area, in what the Fire Service is calling 'Loose Clothing' Fires. All three casualties are female, 11 years old, 44 years old and 47 years old. All three ladies were wearing long dresses, two made from cotton and one from polyester synthetic material. Two ladies are from the Asian heritage and one from Irish heritage. Only one lady was wearing traditional Asian dress, the other two were wearing western style summer dresses. There is ongoing prevention work throughout the Pennine Area to highlight the potential dangers of loose clothing fires; such as a Facebook video that was viewed 28,600 times.

These incidents have also resulted in staff arranging a 'Ladies Conference on Loose Clothing' to be held in December 2016 (date to be confirmed) at Burnley Fire Station. Since starting organising the conference, we have learned of two other incidents that have gone unreported. One involved a lady's hair catching fire and one was a hijab (head scarf) catching fire. Yet again, by lit candles.

A female Islamic Iman/Scholar from a local Mosque is assisting the Fire Service and is helping to break down the perceived barrier of trust and insecurities of the community with agencies working in the community.

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:**

**CHORLEY**

**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Open Day**

Chorley Fire Station held their annual open day on Saturday, 29 October. The event gave the hundreds of visitors the opportunity to see all parts of the Fire Station and the specialist equipment housed in the Urban Search And Rescue garages. The open day was supported by a number of different partners including the Police, the Army's medic team, the Blood Bikes, Halfords, Chorley Advanced Motorists and Bay Search and Rescue. Chorley Advanced Motorists were demonstrating one of the Service's Crashed Cars and explaining the dangers of driving under the influence of alcohol and driving whilst still over the limit the morning afterward and crews from Chorley and St. Anne's demonstrated a rope rescue drill. Approximately £300 was raised for the FireFighters Charity through selling items from a 'shop in a box'.

**Winter Safety**

As part of a Winter Safety Campaign, a number of initiatives were held in Chorley. One was helping people check they are on the right gas and electric tariffs so they can heat their homes more efficiently and at a lower cost. The Community Safety Team and Lancashire Wellbeing Service worked with a 'knit-and-natter' group at Euxton Library and through using USwitch, the entire group were provided with tariffs which would save them between £30 and £250 per year. Local primary school children were asked to create a poster giving advice on one or more of the '*Top 10 Tips to Keep Snug, Warm and Well this Winter*'. There were winners and runners up from three age categories; reception, years 1 and 2; years 3 and 4; and years 5 and 6. The overall winner was from Withnell Fold with a poster telling people to be 'as snug as a bug in a rug'. All the winners and runners up were invited to Chorley Fire Station for a presentation and an opportunity to look around the Fire Station.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident:** Primary Fire  
**Date:** 11 November 2016  
**Time of Call:** 09:30

Crews were called to an incident involving a first floor flat over a convenience store and hairdressing salon on Park Road in Chorley. The fire was caused by a candle in a shrine lit by the occupier. The candle ignited a photograph, melted it and in turn spread fire to the unit below. The occupier then discovered fire on her return to the shrine and raised the alarm. The damage was severe by fire to the shrine and first floor front common room. All occupiers evacuated the premise safely. Fire Safety Enforcement was notified of concerns regarding building regulations and fire safety.

**Incident: Primary Fire**  
**Date: 27 September 2016**  
**Time of Call: 14:11**

One appliance from Chorley and one from Bamber Bridge were mobilised to a fire involving an industrial iron/laundry press in a commercial laundry. The workforce had evacuated the building, prior to the arrival of the Crews. The machine - a large heated roller which irons and dries sheets by rolling the sheet over a steam heated bed - was situated in a large open plan workspace with a number of other laundry machines. An unknown fault, either electrical or friction, resulted in a small lint fire which possibly led to the failure of an oil seal which then ignited and spread the fire. A number of small smouldering lint fires had spread to various parts of the machine which was stripped down and inspection hatches removed by engineers to allow water from a leader pack to be applied.

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:**

**FYLDE**

**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Early Action**

Fylde Community Fire Safety Advisors are an integral part of the Fylde Early Action Meetings. Following on from the success of this and the valuable work targeted at vulnerable people, it was agreed that the team would introduce a multi-agency approach to identify vulnerable buildings and potentially other vulnerable occupants.

To this purpose, a team of Police, Fylde Council Housing Enforcement, Fylde Environmental Protection, LFRS Community Fire Safety Advisors and LFRS Fire Safety Enforcement was formed. This team approach covers any concerns in relation to the property, the person themselves and the immediate neighbourhood and surrounding community. Police are able to assist with aspects of anti-social behaviour and provide reassurance, the Council provide much needed advice in relation to properties and landlords obligations and LFRS provide protection and prevention advice. This campaign also provides the opportunity to offer signposting information and to make referrals on behalf of residents.

**Takeaway Project**

Another project recently piloted in St. Anne's is a council-led initiative which targets specific commercial businesses and the properties above them. Fylde Council and Lancashire Fire & Rescue Service are working collaboratively to identify properties - particularly fast food outlets - that may not comply with regulations and fire safety enforcement legislation.

The first phase of this project has been delivered and following successful feedback and evaluation, a second strand of visits is to be completed. In the future, this is likely to involve Electricity North West, who will be interested in any potential electricity thefts from bi-passed electricity.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident: Fire**  
**Date: 02 November 2016**  
**Time of Call: 14:45**

Operational Crews from W36 attended an unusual incident involving a fire in a bathroom at a property in St Anne's. Crews arrived to discover a severe fire that had started at approximately 14:30. The bathroom had been in use between ten and fifteen minutes prior to the fire being discovered. One of the occupiers heard unusual noises coming from the first floor of the property and went up to investigate.

The bathroom did not contain any gas or electric appliances other than a bathroom light and a shaving socket, which were not being used at the time. There was no evidence of any candles being used and no other possible sources of ignition were identified.

The extent of the damage was recorded as severe by fire and heat to the bathroom itself and spread of smoke was light to both the ground floor and the attic. The cause of the fire itself remains unknown.

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

<b>SUMMARY REPORT FOR:</b>	<b>HYNDBURN</b>
<b>LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)</b>	
<p><b><u>Bright Sparx and Transforming Lives</u></b></p> <p>During early October, operational staff identified an emerging trend in the Hyndburn Road and Portland Street area near to the Matalan store. By mid-October, incidents in the area had increased and an action plan was put in place. Additional information from the Police identified that the area was also an anti-social behaviour hotspot.</p> <p>Using Operational crews, Community Fire Safety, Fire Safety Enforcement and the Prince's Trust team, the following actions were taken :-</p> <ul style="list-style-type: none"> <li>• Operational crews carried out daily Environmental Visual Audit (EVA) while Community Safety staff worked closely with Neighbourhood Policing teams to provide details of incidents, which in turn provided a FIRES education pathway for the young people associated with fire setting in the area.</li> <li>• Fire Safety Enforcement staff carried out an inspection at Matalan and advised on amending their waste management and security, so as to reduce the opportunity for waste cardboard / plastics stored in the yard to be used as fuel.</li> <li>• Operational crews and Prince's Trust team carried out a leaflet drop and advised householders on how to minimise the risk from anti-social behaviour fires over the bonfire period. Community Fire Safety team members are now embedded within the newly formed Transforming Lives Panel which meets monthly and provides up to date information and resources for those families and older people who are requiring the most help from agencies throughout the Borough.</li> </ul>	

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:**

**LANCASTER**

**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Older Person's Day**

As part of Fire Safety Week and to mark Older Person's Day, Northern Community Safety Advisors held a multi-agency information event for local partner agencies. The aim of the event was to update agencies on the Home Fire Safety Check (HFSC) offered by Lancashire Fire and Rescue Service and advise them on the resources available to help reduce the risk of fires in the home and reduce the impact of cold as winter approaches on their vulnerable clients.

Invitations were issued to 20 local agencies inviting staff to come along to learn more about the interventions and equipment offered by LFRS and to discuss how we can assist them when considering the needs and risks of the people they work with.

The event began with a short presentation explaining the rationale behind the HFSC and the Safe and Warm Campaign. Agencies were then offered the opportunity to view the variety of prevention equipment offered by LFRS and to ask any questions.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident:** Fire  
**Date:** 27 October 2016  
**Time of Call:** 12:45

The call related to a Persons Reported flat fire at Lancaster University. Upon arrival, the Officer in Charge established quickly that all persons were accounted for, and a bathroom on the fourth floor of the building was involved in fire.

A team of four firefighters wearing breathing apparatus with a hose reel were committed to firefighting operations.

Upon investigation, the cause of the fire was found to be the occupier of the flat who had been burning a Mugwort stick, which is a traditional Chinese alternative medicine practice known as Moxibustion. The stick mistakenly had not been fully extinguished and was placed in laundry bag. The smouldering stick eventually ignited surrounding linen, resulting in fire damage to the bathroom and smoke damage remainder of flat.

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:**

**PENDLE**

**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Bright Sparx / Loose Clothing**

Community fire safety staff and crews in Nelson were involved in the delivery of a Bright Sparx initiative, incorporating the firework safety code during the talk, which was delivered to over 120 members of the Pendle community on the run up to bonfire night.

A loose clothing demonstration was also re-enacted using a mannequin at Nelson Fire Station. The critical message, urging members of the community to remember the words, "*Stop, Drop and Roll*". People were informed that flames will not propagate up the body if you fall onto the floor, and will smother it through rolling, therefore minimising those injuries and prevent such tragic injuries occurring in the first place. It is clearly very concerning that there has been an increase in these types of incidents and so we are keen to raise as much awareness of the issue as possible, particularly in our Asian communities where this type of loose fitting garment is often worn, but not forgetting that loose clothing incidents can affect all members of society and ensuring that the messages were delivered appropriately. Clothing can ignite much more easily and quickly than people may realise, this is exacerbated if a person has health or mobility issues and they could be in real danger of serious injury if their clothing does catch fire. Community Fire Safety teams have also cascaded the information via a local radio station, explaining that very serious injuries have occurred in recent months and provided some safety information to help prevent further incidents.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident:** Emergency Special Services Call  
**Date:** 21 November 2016  
**Time of Call:** 22:48

During the recent spell of adverse weather, with strong winds and heavy rain, crews were mobilised to an electricity pylon that had been blown over. This resulted in the electricity cables sparking and arcing across each other as the pylon was on the ground and still live. Crews consulted the tactical guidance documents on the appliance mobile data terminal and determined the control measures that needed to be implemented, to ensure the safety of the crew and the community. A cordon was put into place around the pylon and contact made with the electricity company, via control, to arrange for an engineer to attend and isolate the power and also arrange to have the pylon re-sited and fastened back down.

Due to the location of the pylon and given the time of night and weather conditions, the incident required the attending crews to take extra care whilst trekking across open fields. The Officer in Charge spoke with the power company on arrival and a detailed handover was provided to them in order to resolve the incident safely and effectively.



**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:**

**PRESTON**

**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Re-Start a Heart Day**

During the month of October, North West Ambulance Service (NWAS) was promoting Re-Start a Heart Day into many schools throughout Lancashire. Lancashire Fire and Rescue and other partner agencies supported this campaign. The Community Fire Safety Team and Crews at Preston and Fulwood attended two schools who took part in the event, Christ the King and Fulwood Academy.

**Fire Cadets Preston**

Preston's Fire Cadet Unit have recently held their induction presentation. Prevention Support Manager, Jane Williams, attended the Fire Station to present certificates and pin badges. The Cadets have been working hard this term and with the brilliant help of the various watches at Preston, they have learnt a lot about fire safety which has enabled them to complete their induction module.

The Cadets have been practising their drills, mounting the appliances and have even been in the smoke house. All the Cadets have made a really good start and are showing their teamwork skills with Crew Managers in development, both Crew Managers are taking leadership roles and being responsible for a watch each.

**Multi-Agency Information Sharing**

White Watch and Community Fire Safety staff at Preston Fire Station recently held a multi-agency information sharing morning. The aim was to remind our partner agencies about our Home Fire Safety Visits, showcase the equipment that can be issued and introduce the new Safe and Well Visits. We also used this opportunity to re-launch our Keep Safe and Warm bags, which prompted several partners to offer new leaflets and booklets to be included in them.

Approximately fifteen agencies attended on the day, and as it was found to be so mutually beneficial, that another will be arranged for early in the New Year. Several partner agencies are also coming back to the station to deliver short presentations on their work and ways they may be able to help our service users. These will be arranged so all other watches are also involved.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)****Incident: Commercial Fire****Date: 19 October 2016****Time of Call: 12:55**

The call related to a generator room fire at the Royal Preston Hospital (RPH). On arrival, it was confirmed that a generator was involved in fire and two firefighters wearing breathing apparatus were committed to fight the fire with a hose reel.

At this point Lancashire Fire and Rescue liaised with RPH staff to implement the emergency action plan, taking into account the wider implications regarding the need to ensure the safety of patients and staff and ensuring the treatments of patients was not affected by the fire putting them at risk. Key areas were evacuated based upon the potential risk to occupants.

As crews tackled the fire it became evident that the fire had now spread through ducting, away from the generator and was at risk of spreading quickly through the ducting system to other parts of the hospital.

At 16:16 the fire was brought under control and the spread through the ducting was stopped by crews. Once the fire was extinguished, LFRS staff liaised with the hospital management team to identify which areas were now safe enough for patients to return and it was declared that normal working operations could be resumed within the hospital.

External engineers attended the site and made the generator safe, but the ducting could not be purged through the ducting due to concerns over residual heat. The tactical decision was made to further monitor the residual heat and the incident was left open for further inspection.

Following further monitoring by the hospital staff and LFRS staff, the incident was closed the following morning.

**Incident: Road Traffic Accident – Persons Trapped****Date: 02 November 2016****Time of Call: 01:15**

The call related to reports of a Road Traffic Collision - persons trapped on Ribbleton Lane. On arrival, the crews were faced with one female occupant trapped in the vehicle that had collided head on with a tree, having lost control of the vehicle.

The lady was suffering from major upper-body trauma and entrapment within the vehicle. The ambulance was not yet in attendance and crews had to commence first aid treatment of the occupant. Crews were faced with the need to work quickly to free the occupant to give her the best chance of survival from the major trauma she had suffered. Working closely with the paramedics the crews utilised Holmatro cutting equipment to free the lady from entrapment and to remove the roof from the vehicle.

Following a difficult and challenging extrication of the lady, crews and paramedics were able to remove her from the vehicle on a spinal board and she was conveyed to hospital as swiftly as possible. Due to the efforts and professionalism of attending crews it took 38 mins from time of arrival to passing the lady into the ambulance.

**Incident: Special Service Call**  
**Date: 17 November 2016**  
**Time of Call: 09:21**

This call related to a request to assist a female in a confined space and suffering severe back pain.

On arrival, the Officer in Charge of the appliance liaised with North West Ambulance Service (NWAS) staff, who stated that the lady was in severe pain in the upstairs front bedroom. The removal of the lady from the bedroom was proving difficult due to the confined staircase within the property and the nature of her injuries. Attending crews devised an operational plan and agreed with paramedics that should attempts to remove her via the stairs fail, then an alternative method would need to be considered. The decision was made for two firefighters and the Flexi Duty Officer to return to C50 to collect the Ariel Ladder Platform (ALP). It had been discussed and agreed that the best alternative would be to utilise the ALP by removing the upstairs window and taking the lady out of the property that way. This would ensure that the patient was kept as comfortable as possible and that the safest possible method of extrication was used by means of a basket stretcher and cage platform. Once on the ground, the lady was transferred to the ambulance and conveyed to hospital. The window was then replaced by Lancashire Fire and Rescue Service prior to leaving the incident.

By liaising with the paramedics and providing mutual assistance through NWAS the incident was resolved with limited resource impact on NWAS and is also ensured that the patient suffered as little discomfort as possible.

**Incident: Deliberate Commercial Fire**  
**Date: 17 September 2016**  
**Time of Call: 07:35**

This call related to a fire involving wooden storage shed at rear of a main school building. At the time, the shed was being used to store paper and cardboard construction materials. No other part of the school was involved. On arrival of Fire Service personnel, the entire shed was involved in fire.

Investigations determined that the fire started inside the structure and was caused by the introduction of a naked flame to the contents.

Due to the suspicious nature of the fire, the Police attended and were carrying out door to door enquiries as there had been reports of youths in the area of the school.

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:**

**RIBBLE VALLEY**

**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Hot Strike, Openfire/Wood Burners Campaign and Transforming Lives**

A hot strike was carried out in Chatburn over three days following a fatal fire on the morning of 24 October 2016. This community reassurance activity carried out by the local Retained unit at Clitheroe and Community Fire Safety staff, resulted in all properties linking into the Ribble Lane area of the village receiving direct engagement on fire safety. Local shops also allowed the team to hand out leaflets to the wider village population. Home Fire Safety Checks are still being generated in the area and appointments are continuing to be booked into the New Year.

Prominent garage forecourts and solid fuel suppliers throughout the district are displaying posters and leaflets which identify the hazards around storing fuel next to wood burners, and the consequences of not having chimneys swept.

Community Fire Safety team members are now embedded within the newly formed Transforming Lives panel which meets every six weeks and provides up to date information and resources for those families and older people who are requiring the most help from agencies throughout the borough.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident: Domestic Fire**  
**Date: 16 November 2016**  
**Time of Call: 23:29**

The call followed a fire in the mains electrical box. This was caused by a broken gutter which had been leaking water down the front face of the house, and over time it has penetrated to the internal wall and on to the mains electric cable causing it to short-circuit and overheat, causing fire damage to the cable and fuse box with smoke damage to the room of origin.

On arrival the elderly owner of the property was walking back towards the house after calling at a neighbour's to ask them to ring LFRS as he has no access to a phone. He lives alone and was very confused and out of breath. LFRS staff assessed his oxygen levels in his blood and undertook first aid until he was conveyed to hospital by ambulance.

LFRS called for North West electricity to isolate the electrics at the substation because the fire damage made it impossible to isolate the supply at the property safely.

LFRS fitted two smoke alarms as there were none fitted within the premises, and referred this person to the Community Fire Safety team to provide additional support for the occupant.

When the gentleman was released from hospital a member of our staff had arranged to give

him a lift to the train station, as he was going to stay with his sister until the necessary repairs were completed.

This demonstrates the very personal relationship between our Retained units and the community they serve.

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:**

**ROSSENDALE**

**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Restart a Heart Day**

The European Resuscitation Council (ERC) is driving an education programme aiming to target secondary school children in Basic life support (BLS) and recognition of Cardiac Arrest. The UK Resuscitation Council is currently guided by the ERC and their resuscitation activities are reviewed every five years.

It is considered that a greater collaborative approach involving UK Fire and Rescue Services, along with British Red Cross, St John's Ambulance, The (ACE) Association of Ambulance Executives and The British Heart Foundation will aid in the above aim. Discussions were held with North west Ambulance Service (NWAS) considering a regional approach involving partners from the above attendees.

An initiative began which was held in October and it is suggested that it continues annually in October, under the banner of '*Restart a Heart Day*'. This year, Pennine Community Fire Safety were assisting a Community First Responder in a Rossendale school where Cardio Pulmonary Resuscitation (CPR) training and demonstrations using mannequins were given to 205 pupils throughout the day. It was deemed a success and the school involved were extremely pleased with the outcomes from the day. The collaboration of Lancashire Fire and Rescue Service and other agencies at this event has helped to promote cardiac arrest knowledge and understanding in the young people of our communities. This knowledge will be taken forward and will aid in the potential reduction of fatalities through early recognition and intervention. By taking this joint approach, the students engaged will benefit from exposure to multi-agency partnership working, as well as the contribution made by volunteers and will gain a greater understanding of the services and the work that we do.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident:** Special Service Call

**Date:** 22 October 2016

**Time of Call:** 15:37

A nine year old child was playing with friends on grassland across from his house in Bacup. As he was running along a wall approximately 1.8 metres above ground, he tripped and fell the 1.8m onto grass. This resulted in a fracture to his right arm and impaling his right leg just below the knee onto rebar (short steel metal spikes left over from construction) that were sticking out of the ground approximately 300mm.

The impalement was stabilised by Lancashire Fire and Rescue Service and immediate medical assistance given by LFRS crews until arrival of NWAS. Then, working in close conjunction with the air ambulance doctor and paramedic, a tactical plan was developed and his leg was removed from the rebar at scene. He was carried the short distance to Air

Ambulance by LFRS staff and flown to Royal Blackburn Hospital. The rebar remaining in the ground was removed by Fire Service personnel utilising the power saw, for safety and to prevent further accidents.

The casualty came into station a couple of days after the incident to thank the Crews, he had significant injuries and still requires a lengthy rehabilitation.

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:**

**SOUTH RIBBLE**

**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Bright Sparx**

South Ribble's annual Bright Sparx poster competition was held in the lead up to Bonfire Night and gave local children the opportunity to produce a poster to show - not only the dangers of fireworks and bonfires - but also how exciting they can be when they are done safely. Almost 800 entries were received from 13 schools and the presentation is due to be held in mid-December with colleagues from South Ribble Council and the Police attending, as well as the winners and their families. Operational staff and the Community Fire Safety team delivered the Bright Sparx education package to 4,842 pupils at Worden Academy, Wellfield High School, Leyland St Marys, Balshaws C of E High, Walton Le Dale High, Lostock Hall Academy, Bishop Rawstone, Larches Short Stay and Westmoreland. Crews from all over South Ribble only attended one recorded bonfire incident during that time, so it was another hugely successful year for the Bright Sparx campaign.

**Restart a Heart**

On 18 October 2016, Crews and Community Fire Safety Team members attended local high schools with personnel from North West Ambulance Service, British Red Cross, St John's Ambulance, The Association of Ambulance Executives (ACE) and The British Heart Foundation (BHF) to take part in the North West Restart a Heart Day. The aim was to train 100,000 young people nationally how to perform hands-only CPR with 40,000 students from 85 schools taking part in the North West. The reason behind training young people is due to the low levels (1 in 10) of people surviving a cardiac arrest outside of hospital. In places where they train people, the numbers surviving can be as high as 4 in 10. In South Ribble, Wellfield High School and Balshaw C of E High School signed up to be part of the event and over 1,400 students received the training. The event is due to happen annually and Lancashire Fire and Rescue Service intend to play a part in the event next year.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident:** Primary Fire  
**Date:** 14 September 2016  
**Time of Call:** 15:48

Crews were mobilised to a fire involving a large HGV crane that was coming off the slip road off the M65 motorway. On arrival, the crane was well alight at the rear of the driver's cab. The driver had reported loss of power coming off the motorway. He then smelt burning and tried to extinguish the fire with a dry powder extinguisher, unsuccessfully. Firefighters used two breathing apparatus sets to extinguish the fire. Two loud explosions occurred which were due to large pressured wheels being involved in the fire and blowing off their rims. The fire was believed to have been caused accidentally by an electrical fault at the rear of the cab and it is believed that hydraulic fluid was responsible for the fire development. The vehicle was severely damaged - 80% by fire and 20% by heat.



**Incident: Primary Fire**  
**Date: 28 October 2016**  
**Time of Call: 04:07**

Crews were mobilised to reports of a persons reported fire at a domestic property in the early hours of the morning. When firefighters arrived at the scene, they found the ground floor of the property well alight, but that all persons were accounted for. Six Firefighters wearing breathing apparatus used three hose reels and two ventilation units to begin to tackle the fire – however, were soon pulled back to allow an aerial ladder platform to be used in tackling the fire, as it had spread to the roof of the property. Firefighters were able to extinguish the fire and the number of appliances at the scene was reduced to one fire engine and an aerial ladder platform. The fire is believed to have started in the conservatory and potential sources of origin included an electrical heater and wiring to an external flood light that was recently faulty. All occupants left the property by the front door.

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:**

**WEST LANCASHIRE**

**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Student Safe**

As part of the successful and ongoing partnership between Lancashire Fire and Rescue Service's Community Fire Safety (CFS) Team and Edge Hill University, the CFS Team recently completed another year of their "Studentsafe" programme during September 2016. Studentsafe is a package designed by the CFS Team and developed with the help of the University media team and includes a 10 minute video that is shown and discussed with all new first-year students moving into university halls in Ormskirk, West Lancashire. This year, the university campus has grown again and the CFS Team gave face-to-face fire safety advice to over 2,700 students over four nights, with the help of the Campus Life Team. As well as the video, the CFS Team discussed important information such as escape plans, false activations and malicious calls. The events have been a huge success since their inception 9 years ago. The CFS Team also attended the University's Freshers Fayre and as all students were given fire safety advice only days previously through the Studentsafe package, it was decided to provide students with road safety advice. One of the Wasted Lives vehicles – Dan's Car (Almost Home) was used to promote the dangers of drink driving or getting into a vehicle with someone who has been drinking. Over 750 people were directly given advice and information with an estimated 2,000 passers-by also seeing the vehicle on their way to the fayre in the University Hub. Students were also given the dangers of using mobile phones when driving, speeding and drug driving, all in the hope of increasing awareness and reducing the numbers of KSI (killed or seriously injured) on Lancashire's roads.

**Bright Sparx**

The annual GO4IT event was held at Skelmersdale Fire Station on 3 and 4 November from 17:00 to 20:00. The event, which is in its 8<sup>th</sup> year is designed to encourage young people to engage in meaningful activities thus reducing the number of anti-social behaviour fires as well as general criminality in the Skelmersdale area. Over the two nights, a total of 176 young people attended, these were aged between 6 and 18. This year, activities were provided by an events company and included pulsar laser quest, bouncy boxing, wipeout simulator, beat the keeper football challenge and fun fair stalls. Wigan Athletics' 'In the Community' provided coaching sessions for local young people using Lancashire Fire and Rescue Services' (LFRS) mobile soccer cage. The event was funded by the Community Safety Partnership and was supported by the Wellbeing, Prevention and Early Help Service and Lancashire Police. Donations of prizes for the young people were given by Great Bear and Walkers and free food was provided for all those in attendance by staff from the Evermoor Hub. The event was a tremendous success as during the 2 evenings, there were no incidents attended by LFRS and the social media coverage reached over 2,000 people.

During the Bright Sparx period, the Community Fire Safety Team and operational crews delivered the Bright Sparx education package, jointly with Lancashire Police, to all the high schools in the Skelmersdale Area. Every student received information about the consequences associated with anti-social behaviour, deliberate fire setting and misuse of fireworks. During this period, there were only 9 recorded incidents and through further evaluation, no recorded injuries.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident:** Special Service  
**Date:** 16 November 2016  
**Time of Call:** 09:49

A report came in from a security guard of St Joseph's Conference Centre, College Road, Up Holland, which is a former Catholic Seminary, of a building collapse and after hearing what he thought was a scream, it was thought there were persons trapped inside.

One pump from Skelmersdale, one from Wigan, one from Ormskirk and the Urban Search and Rescue Team attended the incident and on arrival there were no obvious signs of collapse. However, there was historic evidence of collapse. Entry was gained to the building and a systematic search was undertaken of each floor, no persons were found inside the property. Access to the roof of the property proved to be very difficult, therefore the air support unit was called upon to carry out a search of the property, which again resulted in no persons being found.

**LANCASHIRE FIRE AND RESCUE SERVICE**  
COMMUNITY SAFETY REPORT

REPORTING PERIOD: SEPTEMBER – NOVEMBER 2016

**SUMMARY REPORT FOR:**

**WYRE**

**LOCAL COMMUNITY SAFETY ACTIVITIES (brief details)**

**Fleetwood Firework Extravaganza**

This year's Firework Extravaganza was again held at Mount and Marine Hall Gardens and was attended by numbers in the region of 10,000. The public were entertained to the sounds of a local band, characters from this year's Christmas Panto at Marine Hall, and the grand finale of a professional firework display.

Once again, the event has been contributory to maintaining a safe Bonfire Night in the Fleetwood Area, incidents were well below average for the weekend activity, with zero incidents relating to bonfire and anti-social behaviour involving fireworks during this period.

This is a partnership event involving Fleetwood Rotary, Lancashire Fire and Rescue Service, Police, Regenda Housing, Wyre Borough Council and Fleetwood Town Council.

Preesall Fire Cadets attended the event and received an invitation to the VIP reception to meet the Mayor of Wyre and other special guests.

The President of Fleetwood Rotary commented '*We had a magnificent event where the Councils, Services and Organisations of our Town came together as volunteers to put this extravaganza for all to enjoy. What a superb way of showing what the true community spirit of the town can achieve when we all work together*'.

**INCIDENTS OF OPERATIONAL INTEREST (brief details)**

**Incident: Road Traffic Collision**  
**Date: 10 November 2016**  
**Time of Call: 14:08hrs**

Two fire appliances were initially mobilised to a road traffic collision on Belmont Road, Fleetwood. Upon arrival, the Officer in Charge was confronted with a vehicle which had collided into the front of two terraced properties, causing structural damage. It was established via the Police that the driver of the vehicle had left the scene, a search of the properties was carried out for additional casualties. The attendance of a building inspector from the local Council was requested, along with the Urban Search and Rescue Unit (USAR). The scene was made safe by USAR, however, both families had to be rehoused by The Council until repair work is carried out.